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ABSTRACT

The 16 reports in this collection were presented at an open forum on research libraries and meetings of three more specialized sections: (1) "Nature and Purpose of the Division of General Research Libraries" (Ernst Kohl); (2) "Objectives and Goals of the Section of Parliamentary Libraries" (Ernst Kohl); (3) "The IFLA (International Federation of Library Associations) Section of University Libraries and Other General Research Libraries" (Rolf Schuursma); (4) "The National Library's Role in Developing a National Information Policy--the Case of Sweden" (Birgit Antonsson); (5) "The National Library as a Decentralized Organization: The Case of Finland" (Esko Hakli); (6) "Summary of the Paris Workshop 1989 on Performance Measurement" (John Willemse); (7) "Measuring Academic Library Performance" (Barbara J. Ford and JoAn S. Segal); (8) "Performance Measurement in the Danish Libraries" (Niels Ole Pors); (9) "The Challenge of Change in Eastern Europe to the Parliamentary Libraries of the West" (Ernst Kohl); (10) "How the Nordic Council Works" (Bert Isacsson); (11) "The Place of the Library in the Administrative Structure of the Parliament" (Eric J. Spicer); (12) "Progress Report on Legislation on National Libraries of Countries around the World" in the period between the 55th and the 56th sessions of IFLA (Lenin State Library); (13) "Cooperation between National Libraries" (J. M. Smethurst); (14) "Library and Research Services to the Swedish Parliament" (Bengt Alexanderson, Editor); (15) "Problems of Performance Evaluation in Academic Libraries" (Roswitha Poll); and (16) "Workshop on Library Security" (a discussion checklist, bibliography, and other workshop materials, presented by Beckman Associates Library Consultants, Inc., of Ontario, Canada. (MAB)

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56th IFLA GENERAL CONFERENCE
STOCKHOLM, SWEDEN
18–24 AUGUST 1990

BOOKLET 1

DIVISION OF GENERAL RESEARCH LIBRARIES. OPEN FORUM

Session 86 Sunday 19 August 15:45–17:15

Nature and Purpose of the Division of General Research Libraries (85-GENR-3-E)	Ernst Kohl, Deutscher Bundestag, Bonn, FRG
Objectives and Goals of the Section of Parliamentary Libraries (84-GENR-2-E)	Ernst Kohl, Deutscher Bundestag, Bonn, FRG
The IFLA Section of University Libraries and other General Research Libraries (30-GENR-1-E)	Rolf Schuursma, Erasmus University, Rotterdam, Netherlands

SECTION OF NATIONAL LIBRARIES

Session 123 Tuesday 21 August 15:00–17:30

The National Library's Role in developing a National Information Policy – the Case of Sweden (67-NAT-1-E)	Birgit Antonsson, National Librarian, Royal Library, Stockholm, Sweden
The National Library as a decentralized Organization – the Case of Finland (68-NAT-2-E)	Esko Häkli, Helsinki University Library, Helsinki, Finland

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SECTION OF UNIVERSITY LIBRARIES AND OTHER GENERAL RESEARCH LIBRARIES

Session 92 Monday 20 August 10:30–13:00

Summary of the Paris Workshop 1989 on Performance Measurement (10-UN-1-E)	John Willemse, University of South Africa, Pretoria, South Africa
Measuring Academic Library Performance (12-UN-3-E)	Barbara J. Ford, Trinity University Library, San Antonio, Texas, USA and JoAn S. Segal, Association of College and Research Libraries, Chicago, Illinois, USA
Performance Measurement in the Danish Libraries (11-UN-2-E)	Niels Ole Pors, Royal School of Librarianship, Copenhagen, Denmark

SECTION OF PARLIAMENTARY LIBRARIES

Session 103 Tuesday 21 August 09:00–11:30

The Challenge of Change in Eastern Europe to the Parliamentary Libraries of the West (86-PAR-2-E)	Ernst Kohl, Deutscher Bundestag, Bonn, FRG
How the Nordic Council works (92-PAR-3-E)	Bert Isacsson, Swedish Delegation to the Nordic Council, Stockholm, Sweden
The Place of the Library in the administrative Structure of the Parliament (77-PAR-1-E)	Eric J. Spicer, Library of Parliament, Ottawa, Ontario, Canada

Nature and Purpose of the Division of General Research Libraries

Ernst Kohl
Deutscher Bundestag, Bonn, Fed. Rep. of Germany

As administrative units of IFLA the Divisions are comparatively new. They were established as late as 1976 under the newly adopted Statutes of IFLA and started work after the Brussels Council meeting in September 1977. In fact, they bear testimony to the success with which IFLA has met in the library world.

Founded in 1927 by representatives of the library associations of 14 countries IFLA had by its 50th anniversary grown to a large worldwide organization of more than 700 members and affiliates in over 100 countries. The expansion both in membership and of activities necessitated a streamlining of its internal organizational structure.

The professional activities were until then – and still are – accomplished through special professional units on the one hand: Sections (Committees), Round Tables, Working Groups; and on the other through International Programmes (now called the Core Programmes, *e.g.* Universal Bibliographic Control = UBC, now; UBCIM = Universal Bibliographic Control and International MARC). Sections and Round Tables are the basic professional units and the backbone of IFLA, although their activities are on the whole less spectacular than those of the Core Programmes. They act as a forum for discussion, as a meeting place for librarians with similar interests, as a catalyst of projects and activities reflecting common requirements of the specialist groups.

With the growing number of Sections and Committees it became more and more difficult to reach effective coordination between them and secure their representation in the steering bodies of IFLA, an indispensable democratic necessity for any voluntary association. "The beehive named IFLA" was a common expression in those days.

As a consequence the 42nd IFLA Council in Lausanne in 1976 adopted new Statutes resulting in new organizational structures. In between the grassroots' level, the Sections, and the top level, the steering bodies, an intermediate level was created, the Divisions. The Divisions group together various Sections with some common characteristics. They coordinate programme planning and the work of the Sections and promote cooperative activities. The Divisional chairmen (or their representatives) form one of the three steering bodies of IFLA, the Professional Board with responsibility for the professional work, the other two being the Executive Board, responsible for the overall management and administration, and the Programme Management Committee, responsible for the Core Programmes.

The Professional Board coordinates and may fund the professional work of IFLA. The Divisions, therefore, have to submit annual reports on the activities within the Division in the previous year. They must also submit their annual accounts to the Professional Board. In order to do so the Divisions must be informed by each Section, Round Table and Working Group belonging to the Division, about its activities, progress, and accounts.

The Divisions must also submit detailed recommendations to the Professional Board, concerning the allocation of funds to support its own activities and those of its Sections etc. in the next financial year. In turn, they have to be informed by their Sections of their own budget proposals, including their projects, with the financial implications and time planning, and their administrative and other costs.

As can be seen from this enumeration of tasks the Division has an intermediary function within the IFLA organization.

The work of each Division is carried out by its Coordinating Board and its Officers. The Coordinating Board consists of the Chairman and Secretaries of the Sections which belong to the Division. The Coordinating Board normally meets twice a year in conjunction with the annual IFLA Conference.

The Coordinating Board elects the two Officers of each Division, the Chairman and the Secretary. There may be a third Officer, the Financial Officer, but as a rule, the offices of Secretary and Financial Officer are combined.

Library Operations can be looked at from two points of view: one treating all operations as elements in the functioning of an integrated whole – the library; the other viewing each operation as a separate activity with its own techniques. These different approaches are expressed in IFLA by two kinds of Sections: the Sections, consisting of librarians responsible for a particular type or for the combination of operations involved in service to a particular type of user, and the Sections consisting of librarians concerned with the techniques appropriate to a particular operation that is common to various types of libraries.

The main types of libraries for which Sections have been formed are (1) large general academic and research libraries, (2) special libraries, and (3) libraries serving the general public, resulting in the establishment of three Divisions. The Division of General Research Libraries groups together the Section of National Libraries, the Section of University Libraries and other General Research Libraries, and the Section of Parliamentary Libraries.

As an administrative unit in the IFLA organization the Division of General Research Libraries distinctly has a function. But is it also a professional unit in the terms of IFLA, which pursues projects of its own and organizes meetings on professional issues of interest to two or even to three Sections belonging to the Division?

The prerequisite to any functioning of the Division of General Research Libraries as a professional group is that its Sections have large areas of work in common. An indicator to this are the Medium-Term Programmes of IFLA in which the fields of action of the individual units are listed. Whereas the first MTP 1976–1980 states:

> Large general academic and research libraries can be grouped together because of their size and comprehensiveness. Among the problems they have in common are the handling, storage and use of very large collections and the administration of a complex organization with numerous divisions or departments

and specifies as subjects to be studied:

- The role of large research libraries in the national information system (NATIS)
- Administration of large libraries with departments for different functions or materials
- Storage of large collections and the use of cooperative repositories

the entry in the second MTP 1981–1985 is rather meagre and simply lists as aims of the Division:

(a) To study and define the role of large research libraries in national information systems;
(b) To investigate and improve the administration of large libraries with special subject departments;
(c) To study and make recommendations on the problems of storage of large collections and the use of cooperative repositories.

The third MTP 1986–1991, however, is illustrative of the self-assessment of the Division of General Research Libraries:

> Its main objectives are the monitoring and evaluation of the work of the Sections of IFLA concerned with the development of technical organizations and services. The reviewing of technical operations and services is undertaken in the context of any necessary policy formulation, together with any consequent administrative und financial implications for the types of library covered by this Division.
>
> The specific areas of work during the MTP period, in consultation with the appropriate IFLA professional groups, are:
>
> 1. to study and define the roles of large research libraries in national information systems;
> 2. to investigate and improve the administration of large libraries with special subject departments;
> 3. to study and make recommendations on the problems of storage of large collections and the use of cooperative repositories;
> 4. to study the problems of conservation, the conflict between use and preservation of materials and the contribution of UAP and PAC to the resolution of these problems;
> 5. to study and define ways of improving interaction between IFLA Sections in Divisions IV, V, and VI, involved in developing technical services and the three Sections within this Division, with a view to realizing the implementation of such developments.

In other words, the Division rates itself more as being a body of review and coordination of the activities of others than being a body actively promoting its own professional issues. Accordingly the Coordinating Board of the Division decided in 1989 that for the new MTP 1992–1997 with its more sophisticated differentiation between the overall objectives of an IFLA unit and its goals for 1992–1997 as well as its specific work plan for that period, the Division of General Research Libraries will submit neither goals nor a work plan to the Professional Board, *i.e.* refrain from any specific professional activity of its own. In the Division of General Research Libraries these will be conducted on the Sectional level only.

Objectives and Goals of the Section of Parliamentary Libraries

Ernst Kohl
Deutscher Bundestag, Bonn, Fed. Rep. of Germany

At first sight many people may think that the Section of Parliamentary Libraries belongs to the wrong Division. In one sense it is true to say that parliamentary libraries are special because of their role in serving the legislature and individual Members of Parliament. But in analysing the character of this particular service, meeting the information requirements of parliamentarians, it will be realized quite soon that as political life is becoming ever more complex in its scope and as the need of the politicians for access to the latest authoritative information on a whole range of different subjects is growing correspondingly, the service which the parliamentary library is expected to perform must be classified as that of a general research library covering many fields of knowledge.

Rated by their service function, parliamentary libraries are, therefore, universal libraries like the national and the university libraries. Some of them even have large collections, *e.g.* the Library of the German Bundestag. But this is not the general rule. Though information about the subjects on which parliamentarians have to decide is systematically gathered, analysed, digested and regularily disseminated to the politicians (and to other users of the Library, too), this does not necessarily mean that the informations are also actually stored in the parliamentary library. Most parliamentary libraries, on the contrary, heavily rely on the library and I & D infrastructure of the capital, their own collections specializing primarily in parliamentary papers and government publications, apart from a large collection of references works of all kind. As a result many information sources used by the parliamentary libraries are external. Only in countries in which the political capital is not likewise the cultural and economic centre of the country – with the consequence that the library and information resources of that capital tend to be small – the parliamentary library is forced to build up a large general collection itself. This is, for instance, the case in the Federal Republic of Germany where the National Bibliographic Agency, the Deutsche Bibliothek, is located in Frankfort whereas the political capital is Bonn, a small town of only 300 000 inhabitants with little library and I & D infrastructure.

Irrespective of these different collections develoment policies it is a common characteristics of all parliamentary libraries that their central concern is not collection-building, but the concept of service. Their primary responsibility is the centralized provision of information within the parliament. The activities implied range from the identification, location, analysis, interpretation to the synthesis and condensation and, perhaps, simplification and popularization of information, and are a challenge to the professionalism of parliamentary librarians. In addition to the professional acquisition, indexing and reference skills analytical skills as well as special presentation skills are required from them.

Parliamentary librarianship is, therefore, a very distinctive form of information work, by which parliamentary libraries distinguish themselves from other types of libraries, which justifies the establishment of a Section exclusively for them.

Many issues which are debated or for which legislation has to be undertaken by an individual parliament, are not unique ones of that country alone, but occur in other countries as well or are even global issues altogether. It will be of great help to the parliamentarian to

know how other parliaments have tackled this issue. For the parliamentary library this results in the obligation for co-operation with other parliamentary libraries. One form of this co-operaiton is the exchange of parliamentary papers and other official documents on a continuous basis. Another one is access to one another's computerized data bases. Among the many types of libraries, represented in IFLA, there is none which is as dependent on co-operation as the parliamentary libraries. For this purpose IFLA offers the appropriate platform, indeed.

Parliamentary libraries are small in numbers, as most countries have only one parliament. In bicameral parliaments, there may be a library for each chamber, but this is not always so. In federal states legislative units exist both on the federal and on the state levels. Some of the latter have substantial libraries, too. The IFLA Section of Parliamentary Libraries is open to all of them.

The Section came into existence under the new Statues of IFLA adopted by the 42nd Council in Lausanne in 1976. When it became operational in 1977 it had 31 members, 15 of which were Association Members. Of these only two were associations of parliamentary librarians. There was, therefore, among the members of the Section a considerable percentage of non-parliamentary librarians at the start. The history of the Section over the last 13 years is a history of steady, if slow growth and professionalization, arriving today at 55 members, some 80 % of which are either parliamentary libraries or parliamentary library associations or personal affiliates who serve or have served in a parliamentary library. With the upsurge of democratization throughout the world the number of members will certainly increase further.

For a small section it is paramount that there is a core of members who feel themselves responsible for the management of its affairs. In the case of the Section of Parliamentary Libraries it were in particular the parliamentary administrations with large libraries which accepted this responsibility. The Officers of the Section have come from the United States, the United Kingdom, the Federal Republic of Germany, Canada, Australia (the latter two having large parliamentary libraries with more than 200 staff), Finland, and Sweden. The Standing Committee has always invited all IFLA Conference participants whose libraries are members of the Section to attend its meetings and contribute to its discussions. By this method a spirit of good fellowship was established in the Section, and the meetings can be quite large and lively. The proceedings are informal and friendly. This is a distinctive quality about the Section of Parliamentary Libraries.

Every professional unit wihtin IFLA must have its terms of reference. Those of the Parliamentary Libraries Section are rather general:

- to improve parliamentary service throughout the world;
- to encourage communication between those responsible for parliamentary library service, and between them and their staff and users;
- to promote fruitful relations between parliamentary libraries and parliamentary associations (such as the Inter-Parliamentary Union) and between parliamentary libraries and other relevant libraries and information services.

The more specific objectives and the goals of a Section are elaborated for the Medium-Term Programmes of IFLA, sometimes also accompanied by a detailed work plan. In the case of the Section of Parliamentary Libraries, the MTP 1981–1985 states:

> The main objective of the Section is to improve parliamentary libraries throughout the world, with special emphasis on the acquisition, classification and documentation of the materials necessary to provide an effective service to parliaments. It encourages direct

contacts between parliamentary libraries (as these remain the most rapid and efficient methods of providing reliable information on services) and it provides advice on the building up of new parliamentary libraries and the development of comprehensive parliamentary information systems.

The aims and studies of the Section in its Medium-Term-Programme are:

1. To assist in the development of parliamentary libraries with special reference to developing countries.
2. The collection and classification of official publications, and publications and other printed materials from quasi- and non-official sources.
3. The use of national and international institutions in supporting parliamentary libraries and parliamentary research services.
4. The development of parliamentary information systems.
5. The strengthening of cooperation between the Inter-Parliamentary Union and parliamentary libraries.

In the MTP 1986-1991 the main objective and the goals are roughly the same except that the publication of *World Directory of National Parliamentary Libraries* is specified as a goal whereas the official publications business was dropped.

Reviewing what has been achieved under these goals there are quite a few things which are worth mentioning. It was pointed out above that parliamentary libraries are particularly dependent on co-operation. For this sake they need informations about each other. As only a minority of parliamentary libraries are IFLA members and can afford participation in the Annual Conferences it was one of the foremost activities of the Section to compile a *World Directory of National Parliamentary Libraries*. The compilation lay in the hands of Wolfgang Dietz, Chairman of the Section from 1979 to 1983, at that time Chief Librarian of the German Bundestag Library. In the first edition in 1985, 93 countries were represented with their parliamentary libraries.

The *Directory* was conceived as a biennial publication. The second edition in 1987 listed 101 countries with their parliamentary libraries and another 11 countries without a specific parliamentary library, but giving details on parliamentary papers. The third edition in 1989 contained 107 countries with parliamentary libraries and another 9 countries in which no parliamentary library exists, with their parliamentary papers.

In this *Directory* the individual parliamentary libraries are described in some detail. The numbers of staff, volumes and current periodicals are listed as well as special collections and publications received under legal deposit. Both publications by the library and publications concerning the library are cited. The Head Librarian is named. Finally the parliamentary papers of the legislative concerned are listed, an information devised to facilitate the exchange of publications.

The Section also encourages activities on a regional basis as a co-operation among the parliamentary libraries of a region will be even more effective. Such regional groupings are the Working Group of Libraries of the European Centre for Parliamentary Research and Documentation which comprises all members states of the Council of Europe or the European Community, further the Association of Parliamentary Librarians of Australasia and or the Nordic Council. In this context the 1st Biennial Conference of Parliamentary Librarians of the Asia-Pacific Region which took place in Seoul in May 1990, must also be mentioned. The Section also established contact with the Assemblée Internationale des Parlementaires de Langue Française which encourages the co-operation among the parliamentary libraries of Francophone countries.

On the international level the Section keeps close contact with the Inter-Parliamentary Union, in particular with its International Centre for Parliamentary Documentation, which also has projects and assistance programmes in the field of parliamentary librarianship.

Another major activity of the Section over the past 13 years was the assistance given to the development and improvement of parliamentary libraries mainly in the Third World and in Europe to countries in the process of democratization. Members of the Section have been widely involved in offering consultancy services to a number of countries including Nigeria, Papua New Guinea, Pakistan or the island states ot the South West Pacific, drawing together their experience in their own parliamentary libraries in advising on the development of other emerging legislative libraries. And in reverse, they have been able to offer training and preliminary experience in their own developed libraries to those who are creating new parliamentary libraries.

As a rule one of the papers of the Open Meeting of the Section during the IFLA Conference is consecrated to developing parliamentary libraries, too.

Aimed at these is still another activity under the goal of assisting in the development of parliamentary libraries with special reference to developing countries: The Section is working on preparing *Guidelines for Legislative Libraries*. The edition of these *Guidelines* is in the hands of another former Chairman of the Section, Dermot Englefield, Deputy Librarian of the House of Commons Library, Chairman of the Section from 1985 to 1989.

The Section of Parliamentary Libraries is a small, but homogeneous and active one. At the annual IFLA Conferences it stages, in addition to the Open Meeting, a full-day Workshop which is organized by the parliamentary library of the host country of the Conference and takes place in the parliament building. At these Workshops the services of the parliamentary administration of the host country to their members of parliament are studied in great detail.

Quite often Satellite Meetings in conjunction with the IFLA Conference are initiated by the Section. Satellite Meetings took place before the IFLA Conference in Leipzig in 1981 (in Berlin), before the Conference in Montreal in 1982 in the Library of Congress, before the Munich Conference in 1983 in Bonn and Strasbourg, before the Conference in Chicago in 1985 (in Washington again). Finally after the Sydney Conference in 1988, the Australian Commonwealth Parliament combined a three-day meeting of IFLA delegates and the biennial meeting of the Association of Parliamentary Librarians of Australasia (APLA), which was held in Canberra. This year a Satellite Meeting was held prior to the IFLA Conference in the Storting Library in Oslo, dedicated to the theme: *Survey of Assistance and Development Programmes for Parliamentary Libraries*.

Though the activites mentioned above are only part of the variety of activities of the Section, they certainly bear evidence that it is rewarding to be a member of the Section of Parliamentary Libraries of IFLA.

The IFLA Section of University Libraries and other General Research Libraries

Rolf Schuursma
Chief librarian, Erasmus University Rotterdam, the Netherlands

Introduction and aims

Within the International Federation of Library Associations and Institutions, university and general research libraries have their own special group. It is called The IFLA Section of University Libraries and Other General Research Libraries and it consists of approximately 380 members. Its aim is to serve the academic community and the growing amount of users outside academia with information about new developments in our field and with a discussion of the issues that concern the world of academia and research.

The terms of reference of the Section were formulated in 1977 in a text which still serves as a reliable summary of the Section's purposes and activities:

1. to speak within IFLA on behalf of the libraries it represents;
2. to strengthen such libraries by encouraging research, publications and the development of standards;
3. to stimulate cooperative projects aimed at upgrading academic and research library collections, organization and services;
4. to improve the status and career structures of personnel in these libraries; and
5. to plan meetings of members for the interchange of ideas and information.

Within these terms of reference the Section and its Standing Committee program their activities. Only part of the members registered to the Section are able to meet one another more or less regularly and particularly for them IFLA conferences provide a meeting place where they can join sessions and workshops or see friends and colleagues in the spacious corridors of the conference center. Other members, however, have less opportunity to visit the annual meeting. Their contact is mainly through the Section Newsletter and other IFLA publications. But they are just as welcome and their support is just as important.

The Section is too large (let alone the ensuing financial considerations) to allow for occasional visits to each of the libraries which constitute the Section. Nonetheless, the fact that the IFLA conferences take place in different parts of the world offers a fine opportunity to become acquainted with the Section's member libraries in that particular part of the world. As I write these lines I am looking forward to meeting colleagues and visiting libraries in Stockholm in 1990 and in Moscow in 1991. IFLA is the type of organization that can only function if it plans far ahead. Therefore we know where future annual meetings will bring us and that New Delhi and Madrid will be our hosts in 1992 and 1993.

Composition of the section

Recognizing the practical problems which keep us from meeting one another every year, I have tried to satisfy my curiosity about the composition of our Section in other ways. A quick look at the list of members registered to the Section is one of them. The binding element is seen in names such as: the General Library of Nanjing University in China, or the Library of the University of Jos in Nigeria, or the Milton S. Eisenhower Library of Johns Hopkins

University in Baltimore, Maryland, United States. The differences between some types of members is, however, also striking. Take, for instance, the New Zealand Library Association in Wellington, New Zealand; the Generaldirektion der Bayerischen Staatlichen Bibliotheken in Munich, Bundesrepublik Germany; the Bibliothèque Centrale du Service de Santé des Armées in Paris, France; or the Svenska Bibliotekariesamfundet in Umea, Sweden.

If we take a closer look at the composition of the membership of the Section, we find the majority are university libraries –

254 in total or 67%

The next big group consists of all kinds of library associations such as the New Zealand Library Association just mentioned;

47 in total: 12%.

Then there is a group of various libraries and institutions outside the strict academic world, like the Bibliothèque de l'institut du monde Arabe in Paris or the Netherlands Centre for Library Automation PICA.

This group consists of 38 members or 10%.

There is also a group of governmental bureaus and councils like the USSR Library Council in Moscow or the Consejo Superior de Investigaciones Cientificas in Madrid.:

16 in total or 4%.

From the National Libraries 8 are participating in our Section,

which makes another 2%.

And last but not least there are 15 individual members,

another 4%.

Looking at the Section's membership from the point of view of its geographical spread, we find that altogether 83 countries have IFLA members participating in the Section. By far the most members are coming from the United States: 61. For people interested in statistics, Canada, the Bundesrepublik Deutschland, the Netherlands, France and the United Kingdom, in decreasing numbers of members respectively, follow the United States.

History and publications

Members registered to the Section who have participated in the Standing Committee of the Section are usually not active for more than a few years. This is because of other priorities or because the term of membership in the Standing Committee runs out. As a result our historical memory does not stretch too far into the past. I would like to add that the Section in its present status is not very old. Let us, nevertheless, make a little tour back into the past to show several activities that Standing Committee members, as well as others, have undertaken.

The Section started as a subdivision of the Section of National and University Libraries until the bonds were broken in 1977 and the present form came into being. In a way the development towards two separate Sections is to be deplored. Of course, national libraries have responsibilites of their own which can better be taken care of in discussions amongst the directors of these institutions themselves. However, many issues concerning national libraries are the same as those of academic libraries. In some countries the ties between the national library and the universities are so close that separate developments are unthinkable. Be that as it may, both before and after 1977 the group of university libraries within IFLA has contributed several important projects and publications worth mentioning.

In the years before 1977 the Subsection of University Libraries undertook amongst other things a project on the availability of theses in academic libraries throughout the world. A feasibility study undertaken in 1970 and 1971 resulted in a UNESCO contract and in 1975 a

Guide to the Availability of Theses was ready for print. It was published, however, only in 1978 through the help of IFLA's publication officer Mr. W.R.H. Koops. In 1981 Mr. G. G. Allen took upon himself the preparation of a second volume covering Non-University Institutions of Higher Education. His Guide was published in 1984. Both Guides have sold very well to a wide circle of interested institutions.

Another important publication of the Section related to academic libraries in the less industrialized world. At the occasion of the IFLA Conference in Munich, 1983, a Pre-Session Seminar was dedicated to University Libraries in Developing Countries. The papers read during this seminar were edited by Mr. A. J. Loveday and Professor G. Gattermann and subsequently published. I would also like to mention the important task performed by the Working Party with Ms. Beverly P. Lynch as chairperson on the establishment of university library standards. Despite the detailed and thorough research accomplished by the Working Party, particularly on the basis of a questionnaire distributed to African university libraries, no Guidelines were published. It does not as yet appear to be feasible to agree upon such guidelines of a general character, because circumstances are too different in the countries participating in IFLA's work.

It would be impossible to go into all the other subjects which were discussed during the meetings of the Section. The Open Sessions, for instance, were usually designed around a theme and some of these will be discussed presently. However, an equal number of papers described the library situation in a member country or the state of the art of a technological development. Given the length of this paper, I will restrict myself to a few recurrent themes which have come up in the past and no doubt will keep us busy for some time in the future.

Conspectus

The first theme has to do with the developments around the so called Conspectus method. The question of how to describe in a more or less objective way the size of a collection, the intensity of collection building, and the value of the collection for the academic world, has, of course, been the subject of much research. Particularly the need for a quantitative approach to the qualitative aspects of library collections and collection development profiles has brought about the system that under the name Conspectus is penetrating the library world.

The necessity of such a system, preferably standardized among libraries throughout the world, is easily understood when one thinks about the massive attacks on funds for the acquisition of books, periodicals and other media. Where the leadership of our universities is primarily convinced by short statements with a set of statistics as their most obvious argument, long wordy descriptions would fail. Conspectus provides a convenient methodology for expression of statistical figures.

Moreover, only a division of tasks between libraries in a certain region or on a nationwide basis can save us from further deterioration of our collections, which in view of the enormous growth of publications, have already failed to keep complete track of publicized information. But without a standardized system for the analysis of our collection development policies, any division of tasks would be based on no more than guesswork. Conspectus seems to provide a simple and clear system to make such a division much more professional than was the case previously.

In several sessions the Section explored all possibilities and advantages of Conspectus, as well as the hazards of being objective and at the same time easily misunderstood. A clear demonstration of what can be considered as the limitations of the Conspectus system were set down in a paper read by Mr. D. Stam titled "The Many and the One: Implications of Conspectus Building for Individual Libraries" at the IFLA Annual Meeting in Brighton,

1987. It was shown that Conspectus is no magic medicine but rather a methodology that in the first place is there to help us to analyse our own collections and our own collection development policies. Cooperation with other libraries in the sense of what amounts to a finely tuned division of tasks between bibliographers in different libraries, seems to be further away than some of the participants would like to admit. Such explanatory discussions of an important theme are an invaluable means towards a better understanding of developments in other parts of the world where libraries are ahead of us, both in inventiveness and in experience. It is with such themes that our Section really brings to life what it attempts to be: a crossroad for visions, experiences and realities.

Performance measurement

The second theme I would like to mention concerns itself with what is called "performance measurement". Formerly the university library was more or less a static institute where silence was broken only by the whispering of an attendant providing information on some bibliographic problem. As we all know, these days are gone forever. Nowadays the library is a dynamic information center where the book, however important, is only one of the means through which the users satisfy their needs. One may ask oneself, however, how far that satisfaction goes. One may also ask for ways to show the university leadership that a library is a very important asset to a university. Such questions make research into the performance of our libraries inevitable and such performance should be measured according to standards which can be agreed upon. In particular the paper read by Mr. J. Willemse in Sydney, 1988, under the title "Library Effectiveness – The Need for Measurement", made clear what can be done to meet the problem of user satisfaction measurement and effective use of our means.

At the end of the General IFLA Conference in Paris, 1989, Professor Willemse chaired a Workshop on the same theme. It brought about a lively discussion of the factors that – according to the fifty odd participants – seem necessary when measurement is applied to university library services. The participants agreed on five points that were deemed most important. In Stockholm, 1990, these points will make up the opening theme of another Open Session concerning performance measurement, followed by several papers about the current state of the art. No doubt the Section will follow up the findings of the Stockholm conference with Guidelines for libraries and universities which are ready to start their own program of user service measurement.

Security

The third theme concerns itself with security in academic libraries and with security of their collections. The theme was introduced by Mr. H. J. Heaney during the Sydney Conference of IFLA in 1988, with a paper on one important aspect titled "Guidelines for the Security of Loan Exhibitions". Since such problems are, in fact, concerned with more than one type of library, the project will be discussed in a Workshop during the Stockholm Conference in cooperation with the Sections on Library Buildings and Equipment, Information Technology and Rare Books and Manuscripts. Aspects to be discussed will be:

–buildings: security considerations in design and adaptation, detection systems and disaster planning;
– data storage: computer viruses, back-up and access control; and
– readers and staff: admission, access and supervision, and insider theft.

The discussions will end with a summary of the main points that emerge, followed by a summary of the major proposals and recommendations for future consideration and action by the relevant Sections.

Developing countries

The fourth theme I would like to introduce is perhaps the most difficult to deal with especially in terms of achieving a positive result and yet it is of the greatest importance. I refer to the situation of research libraries in developing countries. In the Open Session of the Paris IFLA Meeting Mr. B. U. Nwafor of Kenya explained the lack of good books and other media with which he and his students are trying to cope in their university. In fact, he described the situation in a broader context outside his own country. The rising prices of books and subscriptions to periodicals, the small funding set aside for university courses and research, all seem to point to a deteriorating academic climate in which the library is getting further and further away from the kind of information center it intends to be.

When after the Open Session, the Standing Committee of the Section discussed means to meet Mr. Nwafor's urgent appeal for support, Mr. G. G. Allen proposed to set up a working party for the production of Guidelines. The aim of the project was formulated as follows:

- to assess the levels of need for essential materials in university libraries in less developed countries, where budgets are very insufficient to fulfill the tasks of the libraries; and
- to advance possibilities and mechanisms to provide practical on-going aid to university libraries in less developed countries.

Regarding the first aim, the project is designed for two years. Funds requested and accepted by IFLA HQ will support a limited form of assistance. Several representatives of less developed countries have participated in the working party, which will give its first report to the Standing Committee of the Section during the IFLA Meeting in Stockholm.

Medium Term Program

So far I have discussed some of the themes the Section is concerned with currently. They stem from a Medium Term Program which was adopted by the Standing Committee in 1987, a program that will finish its term in 1991 during the Conference in Moscow. In the meantime and in accordance with the time schedule of IFLA, the Standing Committee is preparing a new Medium Term Program that will carry us through the next five or six years. At the request of Mr. G. Gattermann and Mr. P. Hallberg, officers of the Standing Committee during the 1986–1989 period, Committee members expressed their ideas and wishes through correspondence, thus preparing the way for deliberations which will take place during the Stockholm Conference. In particular a memo written by two members, Mr. J. Rosenthal and Ms. M. J. Sharrow, have contributed to a lively and very useful discussion of the aims of the Section and the means to bring such aims to realization.

Depending upon further discussion in the Standing Committee the program can be summarized as follows:

- a study of the role and purpose of the university library and its services to the various categories of users, particularly in view of the impact of new information demands and technologies;
- a study of problems and solutions in relation to resource sharing with other libraries and other types of libraries;
- a study of problems and solutions with respect to the funding of university libraries and general research libraries, including sponsoring and extra-mural funding;
- the production of guidelines regarding staff development and appraisal in university and general research libraries;
- the continuing investigation and promotion of support for university libraries and general research libraries in developing countries.

The goals of the Section as presented here await final consideration by the Standing Committee and will be finalized only after the IFLA Meeting in Stockholm in 1990. They nevertheless provide an outline of the main points that have resulted from written discussions and meetings of the Standing Committee. The Open Session of the Section in Moscow will be dedicated to the program goal concerning the function of the university library in a rapidly changing information environment at the end of the century.

Conclusion

One of the objectives of the Section is to alert university libraries and general research libraries throughout the world to issues and problems that these libraries face in achieving goals of service to users. The Section will continue following this course through Open Sessions and the publication of papers read during these sessions, through workshops where IFLA members discuss and summarize certain aspects of their trade, and through providing an informal meeting place for all IFLA members who attend Annual Meetings and want to discuss these matters with one another.

The National Library's Role in developing a National Information Policy – the Case of Sweden

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Abstract

Comprehensive national information policies covering all sectors are looked upon with skepticism and a more pragmatic view is offered.

Any national policy must be based on the needs of the country concerned. Sweden is a geographically large highly developed industrialized country with just 9 million inhabitants. Traditions and policies for a decentralized system of higher education exist. Information policies adopted by the national library should ensure access to information contained in documents all over the country. Other measures are seen as support functions: the national information system, retrospective conversion of catalogue data, standardization, cooperation on national and international levels, research and development, and national resource libraries. The Royal Library is responsible for the national imprint and for support functions, that make it accessible nationally and internationally. An ambitious policy in this field is adopted.

A brief comparison between the contents of a national information policy for Nicaragua and for Sweden is made.

An attempt to stretch the role of the Royal Library by issuing a national information policy covering all sector is neither possible nor desirable. Adoptable policies must be balanced and based on cooperation and central efforts in support of a decentralized research library system.

Introduction

To formulate an information policy, that covers the needs of the country as a whole, is a task which by far goes beyond the authority and the means of the Royal Library – national library of Sweden. An information policy of such extension would in any case tend to become so universal, that it might very well result in well coined phrases in an imposing but not very useful document.

Information policies actively pursued by the Royal Library are thus confined to areas where responsibility is held or influence is exertable.

This more pragmatic attitude towards information policy should, however, not lead to a number of conflicting policies where different sectors each pursue their own interests. Cooperation between sectors must exist on all policy issues. Any policy pursued by the Royal Library must agree with national policies on research and higher education and should certainly not be in conflict with public library policy. Adoption of policies, that would disregard the information needs of the private sector, would not stand many chances to survive.

My point is, that if we concentrate on areas where we have the expertise and the means, and cooperate with other sectors, the demands of society – which any policy should take into account – are best met.

The role of the national library

My view on national information policy is in concordance with the apparent paradox, that the restrictive financial policy of the past years has emphasized the duties of the Royal Library and strengthened its position as national library, especially in relation to the research libraries. Between the years 1978 and 1988 Sweden had an independent authority with an overall

responsibility for technical and scientific information. The duties and objectives of this organization were, however, so extensive and so widely interpreted that its efforts were rendered more or less ineffective. The dissolution in 1988 may be seen as the failure of the utopian dream of an overall national information policy.

By July 1988 most of the means and tasks were transferred to the Royal Library. The true national functions were strengthened and national office for library coordination and planning, directed towards the cooperation between research libraries, was established within the Royal Library. The intents of government to base activities on well defined sectors offered opportunities to outline and promote a Swedish information policy with a more narrow but also more realistic scope.

The Swedish cooperative library system

One of the first duties for the national library within its new authority was to examine the controversial problem of charges for library services. This task accentuated that an information policy is of utmost importance. The Swedish cooperative library system was in jeopardy and had to be justified.

As early as in 1886 the Royal Library made a declaration on information policy of national compass which to my knowledge is the first of its kind in Sweden.

The preface to the first volume of the Swedish union catalogue of foreign books stated

> "The country's public book stocks must be seen as a *whole*:
> their location in different parts of the country shall not prevent their use by all for the furtherance of research and science."

Although this fundamental idea has been shared by libraries for more than a century the need to safeguard the concept still exists. This very spring the Royal Library had to present an official letter to the Swedish Government calling for a declaration in favour of the cooperative library idea. Literature acquired with public funds must be viewed as a joint national resource.

Why, then, is the idea of the Swedish cooperative library system more than a hundred years old – still of great importance?

As regards language Sweden is small. Swedish is spoken by merely nine million people. Geographically, though, the country is large, one of the largest in Europe. The distance between the most southern and the most northern institutions of higher education is as much as 1530 kilometers, they are as far apart as London and Rome. Sweden is an industrial nation – supremely owing to research and development. Accordingly, foreign languages are taught intensively in both primary and secondary education; higher education is well developed and available in all parts of the country. The decentralized university system is an established concept in Swedish education.

These factors do influence the information supply. The Swedish contribution to the global amount of printed information is just about one per cent while the country at the same time is totally dependent on access to foreign literature in all parts of the country.

In any university library about 90 per cent of the collections would be in foreign languages if legal deposit did not exist.

What can the national library do to sustain and safeguard the Swedish cooperative library system? The uttermost goal is of course to enable a maximum use of the country's common but widespread collections of literature.

In this connection I have to point out a complication. In developing a national information policy the national library has to take many factors into account – some of which are contradictory.

Until the end of the 1970's it was easy and a matter of course to assert the cooperative library idea. Each Swedish university and college library was financed directly by the Ministry of Education and Cultural Affairs. Today libraries obtain their grants through their respective institutions in competition with other activities. Obviously the demands of the individual university or college tend to take priority over the country's collected requirements for literature.

But considering the enormous amount of publications in the world it is impossible for a single university or college library to be self sufficient with regard to foreign literature. Consequently, the country's collected document supply must be viewed as a joint resource.

An approach adjusted to market conditions represents a threat towards this well working model. Large lending libraries want to put a charge on their loans to other libraries – principally to be able to strengthen their own economy. This local policy does, however, clash with the decentralized Swedish university model which the libraries are meant to support.

One of the basic principles of the Swedish university and college policy is that the same standards of quality must be stipulated irrespective of where the activities are located. This principle must also be applied to the literature supply.

The Royal Library's request that, the Government gives prominence to the importance of continued cooperation between public research libraries, with special reference to free and open interlibrary lending in order to counteract serious limitations of the individual's right to information, must be viewed as one of the most important manifestations of the national library's endeavours towards a national information policy.

The policy pursued is in agreement with national policies on higher education, it respects the concept of the cooperative library system. That the interest of some universities and some libraries may be in conflict with the policy, stresses the need for national measures.

Support functions

Any information policy must concern itself with the access to information. It may be disputed whether access to documents should take priority over access to information about them.

I have a firm belief, that policies adopted by the Royal Library should be based on access to the information contained in documents.

The support of this access is of major concern to the national library, and I regard most of our activities as support functions.

The Swedish model of information supply is to a great extent based on the interaction between centralized and decentralized solutions. Powerful central resources are prerequisites if the essential cooperative library is to function in a flexible and efficient way.

LIBRIS

Perhaps the most important of all these resources is the national library information system LIBRIS. Responsibility for its operation and development lies with the Royal Library and the country's research libraries are permanently connected to the system. The national bibliography and the union catalogue of foreign literature in Swedish research libraries are produced by way of the system. LIBRIS does not merely promote cataloguing and provide means for locating literature in the research libraries. It is also facilitating and keeping alive the national cooperative library system through efficient routines for interlibrary loans and it provides a base for coordinated national acquisitions planning.

Retrospective conversion of library catalogues

The introduction of local library information systems in the research libraries increases the demand for retrospective conversion of catalogue records. This is yet another example of a

central effort that should be executed by the national library to relieve the individual libraries from monotonous and to the individual library costly work.

Standardization
Of importance from an information policy view is further the support granted for standardization – including for example international rules for cataloguing.

National cooperation and consensus
In order to achieve national consensus about important questions like interlibrary loans, national acquisitions planning, legal library questions and ethical matters, the national library is stimulating information exchange at conferences and seminars.

International cooperation
As has already been pointed out several times the Swedish information supply is to a great extent dependent on foreign countries. The importance of a Swedish participation in international cooperation cannot be emphasized enough. The Royal Library regards it as an essential information policy measure to facilitate and support Swedish participation in international library cooperation. Financial – and other – contributions are made to international organizations like FID and IFLA.

Research and development
The Office for Library Coordination and Planning at the Royal Library has certain limited means for supporting project and development work in research libraries. A principal requirement is, however, that the results should be nationally applicable.

National resource libraries
In most areas the national library's means of developing national information policy are limited to initiating, encouraging, and supporting cooperation and to the issuing of advice and guidelines.

Since 1988 the Royal Library has had obligations and financial means – though somewhat limited – to reinforce the Swedish information supply through a system of national resource libraries. The guiding principle has been to appoint and support libraries already resourceful within their subject fields. National resource libraries have been appointed in the fields of medicine, technology, economics, agriculture, education and psychology.

By granting financial support to the national resource libraries the Royal Library is able to ensure a development, that promotes the national information policy.

It is a principal requirement that there should be obvious gains in efficiency and quality of national compass. It should also be mentioned that the national resource libraries belong to one of the few fields in which the national library is able to control the activities directly. Desirable performances can be insisted upon in exchange for allocated money.

The Swedish imprint
I have deliberately delayed mentioning the national library's most central and obvious duties, namely those associated with the responsibility for the national imprint. The Royal Library has had statutory legal deposits of Swedish imprint since 1661. To collect, to preserve and hold the print accessible for future use as well as to produce the Swedish national bibliography in accordance with international standards are of course the undisputable chief duties of the national library.

Activities concerning the national imprint are essential for the national information support but are also of importance as a contribution to the international library cooperation. The

Swedish policy regarding the national imprint is very ambitious. In this respect it is possible for Sweden to derive obvious advantages from being a comparatively small country. The relatively modest production of Swedish material – around 1 per cent of the global amount – gives the national library a chance to collect and preserve national publications on a high level. Above all this applies to the unprocessed direct outflow from anonymous everyday life in its most varying aspects. For researchers of generations to come this is unique source material. To collect and preserve ephemera on the highest possible level of ambition are essential parts of a national information policy.

The compilation of the Swedish national bibliography is of fundamental importance to the national dissemination of information – but scarcely of major information policy significance. This would however be the case with a raised level of ambition. By indexing periodicals and chapters in monographs, annuals and miscellania it would be possible to offer a more profound information about the Swedish imprint to researchers and the general public. Requests for such improvements have for a long time been lodged by researchers – primarily within the social sciences and arts.

Conclusions

There is a widespread opinion, that the elaboration and ratification of ambitious, more or less comprehensive, information policy documents under all conditions should be considered desirable.

An ambition of this description is in my opinion definitely not applicable to Swedish conditions and therefore from our point of view inadequate as well as unrealistic. I fully share the hesitation John Gray is venting in his article National Information Policy – Myth or Magic?[1] Of course the role of a national library varies from country to country as do an adoptable national information policy and it is dependent on factors like history, economic structure and library organization. As an example of a country with conditions totally different to those of Sweden I can mention Nicaragua. For a few years now Sweden has had a bilateral cooperation agreement with the national library Ruben Dario in Managua. There, the aim of the national library information policy is to create a book centre at the national library and to support and develop the country's public libraries by means of central efforts in cataloguing, training and collection-building.

Sweden has well developed, qualitatively advanced libraries in the public as well as in the private sector. If the national library was to aim a national information policy at all sectors the operation would fail on account of its own preposterousness. A national information policy inspired and pursued by the national library must not be strained beyond its limitations. The risk of ending up in bureaucracy and self fulfilling systems of rules will then be imminent. One in theory nationally comprehensive information policy have few chances of leaving the desk where it was designed.

The Royal Library's responsibility for a national information policy does not in fact reach beyond the sphere of the public research libraries. There are of course – as I have stressed correlations to other sectors, as research and higher education. The connections to and the cooperation with the community public libraries are at present confined to areas concerning free access to information between all libraries in the country and to common rules in fields like interlibrary loans and cataloguing. These would become major policy issues for the national library if they were not already established facts or if they were jeopardized. Today the need for a national preservation plan is discussed by the Royal Library and representatives of the public libraries. Through consultation and concensus we may achieve viable results, that can be considered part of a national information policy.

As I have pointed out earlier Sweden is a large country but also a small one. It is large

enough to need the use of far reaching decentralized solutions as regards information supply. At the same time it is heavily dependent on well developed cooperation. The utilization of the joint resources of a cooperative library is a necessity in an industrial country like Sweden – heavily dependent as it is on foreign information to maintain its position as a highly developed industrial nation and a welfare state.

Finally, Sweden is small and uniform enough to be able to benefit from central solutions to many information problems. The rapid development in the area of communication will most probably implicate, that central efforts, can offer the libraries all over the country extended services and solutions to information problems. Cooperation in combination with central efforts will result in rationalizations, efficiency and a better utilization of resources.

This is the perspective in which the endeavours of the national library of Sweden to adopt an information policy must be viewed.

1. Gray, John: National Information Policy – Myth or Magic? *Alexandria 1 (3) 1989*

The National Library as a Decentralized Organization: The Case of Finland

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Abstract

National libraries have to respond to the development of the society more directly than most other libraries. The government policy to restrict the growth of the capital area has in the Scandinavian countries step by step led to an active policy of decentralization. The government is establishing new public services in the remote parts of the country and even removing parts of state institutions if not whole institutions from the capital. This policy is playing an important role also for the National Libraries, which by definition are serving the whole country.

After having introduced already more than ten years ago a bibliographic network for the production of the National Bibliography Helsinki University Library, the National Library of Finland, is now setting up two new units outside the metropolitan area. One of these units, the unit for retroconversion of catalogues, is a new one. The other unit, the conservation and microfilming centre, will continue activities which up to now have been carried out in Helsinki. This requires removal of staff posts from Helsinki. The intention is to increase the existing capacity considerably in the course of the coming five years.

The political and managerial aspects of the decentralization are discussed in the paper and parallels are sought from other Scandinavian countries, especially from Norway, where a new National Library branch was created in 1989 in the northern part of the country.

National libraries are no longer considered as an end in themselves; their activities have to reflect the increasing needs of the whole society and not only that of the local readers. National libraries also have to respond to the development of the society more directly than most other libraries. The goals of the national libraries are in many ways embedded in the general government policy in the field of culture and research. National libraries have to adjust themselves to the general policies of the government because the development of their resources may in many cases be directly dependent upon these policies.

This paper focuses on the impact of one of the recent development trends in the Scandinavian countries, on the decentralization of the state activities. Special emphasis is laid on the Finnish conditions.

The government policies in general

The Scandinavian countries have traditionally been dominated by the metropolitan area of the capital. As a consequence the infrastructure of the society (starting with airports, postal services and all kinds of communications) has developed there more efficiently than in other parts of the country. Especially private business has tried to benefit from these advantages.

Because the governments do not have efficient means at their disposal to prevent private enterprise to expand in the capital area, they have started taking countermeasures by creating new public activities in the remote areas. A second and more drastic step was to start transferring existing state institutions or parts of them from the capital area. All Scandinavian countries, with the exception of Denmark, are geographically large and their most northern parts

lie beyond the polar circle in the North. The demographic development has favoured the southern parts of the countries; the northern regions are consequently fairly sparsely populated. The government policy, however, aims at spreading the population evenly over the whole country, which would make it possible for people to stay in their native places and earn their living there.

The National Library and the library network

There are not two similar national libraries in the world. Several efforts have been made to identify the tasks of a National library. In a study on collection development policy, *Selection for Survival*, which the British Library recently commissioned for its own policy development, we find the following statement (p. 2):

"A review of the literature serves only to underline the uncertainty surrounding the roles and responsibilities of a national library, and leads to the conclusion that a redefinition and reassessment of the traditional role of the national libraries is necessary and overdue."

Instead of discussing the definitions of the National Library it is more important in this connection to stress, that a new dimension in the development of the libraries on a national scale has been introduced by the concept of networking. This development has had a profound impact on the interdependence of the libraries. One might not be wrong in guessing that the main part of the consequences of this development has not yet become evident for the library community, nor have they been fully accepted. Interdependence limits the traditional freedom of policymaking in the libraries.

What does networking mean? It means at least two different things: 1) sharing of work and responsibilities, and 2) computerized data transmission networks which in a physical way combine libraries with each other. These both concepts of networking play in increasing role in the Scandinavian countries.

One could guess that computerized library networks need an organization which provides the network with central bibliographic services, in some cases it also maintains the network and monitors its functioning. It is however not evident for the library community, that this central node should be the National Library.

Voices have been raised claiming that the tasks carried out by a national library should preferably be redistributed among the other libraries. This might not necessary be a bad solution if it is based on a careful analysis. But it is a bad idea if it is based on rivalry.

An opposite opinion claims that the national library should be strengthened in order to be able to meet the requirements of an efficient library network. It goes without saying that the national libraries support this view, but it is interesting to see that in many cases also the governments share this opinion. So has been the case e.g. in Sweden, where two years ago the Royal Library, the National Library of Sweden was given a much more powerful status than had been the case earlier. Initially only few representatives of the research library community were in favour of this decision, which however now seems to have all chances to become a success.

To summarize what has been said above, the role of a national library in the new networking surroundings is no longer selfevident. In the opinion of one part of the library community the new technical developments seem to open ways also to solutions without a traditional national library. According to an other view the need for centrally produced services for the whole national network has become even more evident than before; these needs can best be satisfied by the National Library.

The criticism towards the national libraries is based on at least the following four points: 1) in many countries the national libraries have been inadequately financed, which has resulted in inadequate services, 2) the national library has been seen as an oldfashioned, book-

centered institution incapable to cope with modern needs, 3) the whole library community has to fight for improved resources in which situation the libraries fear that the strengthening of the national library will be made at their expence, and 4) individual libraries fear, that a strong national library would have an authority over their business, which would reduce their autonomy.

A decentralized National Library

Because a national library by definition serves the country as a whole, it obviously must not necessarily be fixed to any given place as are e.g. university libraries. But there are of course other constraints, which restrict a free transference of the national library from its present site. This does, however, not prevent that parts of its activities can be placed in an other part of the country.

Before we start discussing the decentralization of the national library activities, it is however important to point out, that the decisions which have been made in the Scandinavian countries are not based on a library theory or on a concept of an ideal national library. Neither do the decisions correspond with the ultimate wishes of the library authorities. It would for many reasons be easier to develop the operations of a national library under one and the same roof.

Decentralization is a governmental goal. If national libraries can not count on any improvement of their working conditions in the capital, it would be unwise to reject looking at other solutions. When speaking about decentralization of national library activities we are as a matter of fact speaking about the libraries' efforts to adapt themselves to the realities of the surrounding world. For library directors this is a totally new reality and is not an easy exercise to fight for the conditions for existence of the library. The national library authorities have to consider many risks. The process of removing parts of national library operations into remote regions is a lengthy procedure, which has to be spread over a period of several fiscal years. How to safeguard the financing through the state budget during the whole period? If we together with the government say A, will the government be willing to say also the necessary B? There can e.g. be appointed a new government, which does not necessarily feel itself bound to the plans of its predecessor.

The national libraries have to play the political game but their own political weight is not strong enough to guarantee a successful outcome in the changing circumstances. National libraries can hardly find any influential allies, because they already within the library community – as has already been pointed out – have difficulties in finding supporters.

What does a decentralized national library look like? By a decentralized library is here understood a library located on many sites, some of these sites being in an other part of the country. A good example is the British Library with its locations in London and Boston Spa in Yorkshire. The role of Boston Spa will even increase, when new activities are transferred there from London.

If we take a look at the Scandinavian situation, there are two countries where solutions similar to the British Library are not planned but also implemented. These countries are Norway and Finland. In Sweden some operations have already earlier been initiated outside the Stockholm area (microfilming of newspapers in Southern Sweden in Kalmar and the new conservation centre in Northern Sweden in Kiruna) but the National Library itself has remained more or less intact. In Denmark the National Sound Archives have been removed from Copenhagen to Aarhus and annected with the State and University Library there. The Archives were, however, never a part of the Royal Library, the National Library of Denmark.

It might be surprising, that the most radical decentralization measures have been accepted

in Norway and Finland, where the national library functions are the responsibility of the University Library in the capital, namely the University Libraries of Oslo and Helsinki. The dual role of the National Library, however, makes the chosen line well understandable. A library serving at the same time the whole country and a university, and receiving its resources through the budget of the university, has to fight against several constraints.

In Norway efforts have been made for several years to persuade the government to establish a separate national library, independent from the University. In Finland similar plans have been discussed but rejected; instead of a separation priority has been given to the development of Helsinki University Library into a stronger national library.

The decentralization policy, which also could be called employment policy, offered the Norwegian library community a possibility to take the first step towards a future separate national library. This possibility was, however, not accepted unanimously, because the new national library branch had to be placed in the remote town Mo i Rana close to the polar circle. The National Librarian was convinced, that an opportunity to receive an addition of 80 staff posts for national library purposes would not necessarily be renewed if this offer was rejected. The new national library branch started its operations in the autumn 1989 before the National Library as an independent organization was created. In the meantime Norway has received a new government and the future of the reorganization of the National Library does not seem to go as smoothly as was planned under the previous government. We have here received a good lesson on the impact of the political realities on the living conditions of the National Library.

As a first step towards decentralization of national library operations the first initiatives were taken in Finland by Helsinki University Library in 1978. They aimed at the division of labour in the registration of new material into the database of the National Bibliography. The National Bibliography had recently started using automated means in its production which, of course, was a big progress. But at the same time it was obvious, that the editorial staff of the National Bibliography was not able to handle all the new material. If nothing was done, each legal deposit library in the country (there were five of them besides Helsinki University Library) would have continued cataloguing the identical material in its own premises.

Although the described situation would have been an anomaly seen through the eyes of today, it certainly was a real existing possibility in those days. Negotiations with two legal deposit libraries (University libraries in Jyväskylä and Turku), however, led to an agreement and the production of the Finnish National Bibliography has for more than ten years been based on a shared cataloguing between three legal deposit libraries. This was afterwards considered as the only rational solution. It has given us useful lessons both on the limitations which a far reaching interdependence in a network poses on the participants and on the real benefits of the shared responsibility between the libraries.

The next step was a real decentralization. The Finnish government has accepted a policy not to increase the state employment in the capital area. The open message of the Minister of Finance to the University of Helsinki said that the University should not expect any strengthening of the staff resources in Helsinki. "If you wish additional resources, go to other parts of the country", were the words of the Minister.

The University Library, the National Library of the country, had come to this conclusion already earlier. It had planned both new activities and a partial removal of existing activities to towns outside the Helsinki area. The pressure on the Library had increased. The library community in Finland was waiting for more efficient bibliographic services. Without them the large investments on local library automation systems and on the data communication network binding them together would not bring the results the libraries were waiting for. All the university libraries in Finland are installing the same integrated on-line-system, so these

local systems will be connected with each other through a data communication network.

It was also obvious, that conservation activities had to be developed in order to be able to offer services also to other libraries.

Helsinki University Library developed a plan, which was readily accepted by the University as well as the Ministry of Education, obviously also by the Ministry of Finance. According to this plan two new units will be created, one for conversion of catalogues, the other one for conservation and microfilming. The units will be located in different places. A remarkable new aspect has been the active participation of the towns, where the units will be established. The towns (Kotka for the conversion unit and Mikkeli for the conservation centre) have given important financial aid to the Library with the motivation, that it will guarantee a significant permanent employment to the inhabitants of the town. We can thus say, that going outside the capital area has in this way already paid the efforts invested in these two projects. It has been a new and refreshing experience to see, that the National Library can be seen as an important counterpart by the local authorities. The financial participation of the town authorities was one reason, why it was necessary to decide on two new sites; the costs connected with the initial stage of the two units would have been too high to be paid by one and the same town.

The conversion unit in Kotka (130 kilometres east of Helsinki), which started its operations in December 1989, has as its primary task to convert the printed Finnish National Bibliography into machine readable form and to offer the records to the other libraries in the country. In addition to this, the unit may possibly offer conversion services to libraries for converting some of their catalogues. The basis tasks of the conversion unit will employ ten persons, but the extension of the activities will increase the staff considerably.

The conversion unit was originally regarded as a project completed during a period of ten years. It was, however, soon obvious, that the needs which the unit had to satisfy were much bigger than anticipated. It is quite possible that the unit will remain as a permanent part of the National Library.

The conservation and microfilming centre in the town Mikkeli (230 kilometres north-east of Helsinki) will in the course of five years be developed into a unit of 35–40 staff members. Less than ten of these posts will be removed from Helsinki together with the work combined with them.

In Norway possibly more than a half of the staff of the planned National Library will be located in Northern Norway. In Finland the remote units will have hardly 20 per cent of the total staff, which means that the Norwegian solution is far more radical. But already the 20 per cent require a totally new thinking. They also require a new managerial approach, which accepts the fact that the national library management itself must actively look for new solutions when the traditional policy of sitting and waiting no longer functions.

Conclusion

The Scandinavian countries belong to the wealthy parts of the world. Despite of the existing resources in the society the National Libraries have to compete with numerous other needs. The solutions chosen here may not be transferable to any other countries, but the may, however, give hints about possible strategies in changing situations. On the other hand, solutions like the production of the National Bibliography on the basis of shared cataloguing might prove useful also in countries, where resources are limited.

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Summary of the Paris Workshop 1989 on Performance Measurement

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Abstract

The Section for University Libraries' long concern with standards resulted in qualitative standards being approved in August 1985. Further efforts to develop quantitative standards were unsuccessful. The section then turned its attention to performance measures.

During IFLA 1988 a paper introduced the need for problems of performance measurement by way of a review of the literature and described one specific approach. This lead to a workshop during IFLA 1989.

Participation in the workshop was limited to fifty people but represented more than twenty countries. Its aim was:

> To get agreement on a number of performance measures which would be the most appropriate for evaluating the effectiveness of academic libraries from a users point of view.

Dividing into four groups, participants by way of the Nominal Group Technique enumerated all possible performance measures and from those selected the five which each group considered most important. All workshop participants then evaluated the choices of the four groups and made the final choice of the five most appropriate performance measures.

The paper describes the methodology followed and the results of the workshop.

Introduction

Librarians have, for many different reasons, been concerned about the quality of their service. Possibly the most importance reason for their concern has been the perception that the service that they were able to provide was generally, or in part, unsatisfactory. This was considered to be mainly due to inadequate funding. Various norms or standards were, therefore, developed with the purpose of providing the less well off libraries with authoritative statements to convince funding authorities that financial support should be increased. Such standards have played a valuable role in improving library services. As they tended to recommend minimum acceptable library service, however, they had also had a negative effect on libraries which were better off, as funding authorities are inclined to limit their support to the minimum levels mentioned in the standards. More recently, therefore, library standards have tended to be vaguer and of a qualitative, output orientated nature.

The IFLA Section of University Libraries has recently published such qualitative standards (6), which are general enough to allow for local, regional or national variations. It was recognized that quantitative standards could only be developed on a regional basis. At the IFLA Meeting in Chicago (1985) a small working party was convened to consider such a regional approach. On the basis of data collected and responses received the Standing Committee accepted the working party's recommendation that efforts to develop quantitative standards should be abandoned (4).

Performance measures

During the eighties accountability became a major concern and publicly funded institutions were increasingly required to provide explicit indications of their performance. Performance measures had begun to receive considerable attention from public libraries, but were becoming of equal importance to university libraries. An introductory paper on performance measurement was, therefore, included in the Section programme at IFLA 1988 in Sydney (8).

The paper stresses the need for evaluation of library services, indicating that effectiveness should be determined for the following reasons:

1. The range of public services has been increasing to such an extent that funding has become a problem as governments are required to cut back on taxes.
2. Only organizations providing services regarded as relevant, effective and efficient are attracting adequate funding, requiring continuous and objective evaluation.
3. Evaluation provides feedback on the library's performance, which is also essential for planning, particularly to indicate problem areas.
4. Clear objectives promote participative staff involvement.

The dominating profit goal of business organizations provides a clear indicator in the evaluation of their effectiveness. In comparison service organizations tend to have multiple goals, which are vague, hard to measure, and make objective control and evaluation very difficult. A review of the library literature indicates that a wide variety of different measures of library effectiveness are used. More significantly most evaluations are done only once. Librarians often seem to believe that the intention to provide a good service is synonymous with providing a good service. Unfortunately, this is not borne out by the facts. "A number of evaluations clearly indicate that the quality leaves a lot to be desired. A growing number of studies on the availability of library materials show that users find only between 40% and 60% of the books they require from the library, while the performance in respect of reference questions appears to be equally poor... There should be general agreement with the conclusion that a problem exists and that a 55% level of performance is totally unacceptable" (8).

A number of goals with measurable objectives should accordingly be formulated, based on the needs which the library intends to support and the views of the major participants on what constitutes effective library service. The library's goals, the objectives and the measures to evaluate them should, preferably, be acceptable and formally approved by all parties concerned. They can be refined with time. The evaluation should be done continuously, which requires that the data have to be collected in a cost-effective way.

Workshop on performance measurement in academic libraries, 1989

The Standing Committee decided that further disucssion on the topic should be promoted by way of a workshop during IFLA 1989 in Paris. The aim of the workshop was "to get agreement on a number of performance measures which would be most appropriate for evaluating the effectiveness of academic libraries from the user's point of view" (7).

This workshop presented a unique opportunity to determine the consensus of opinion on measures of academic library effectiveness of a group of librarians representing many different countries and many different aspects of academic libraries. In order to have the maximum interaction, it was decided to limit the group to fifty particpiants and to follow the Nominal Group Technique (NGT). The NGT has been called "a participative data collection and consensus-forming device" and "a special-purpose behavioral science technique that is useful in situations where individual ideas and judgements need to be tapped but where a group consensus is the desired outcome" (5). A full description of the NGT is provided by Delbecq.

Van de Ven and Gustafson (2).

NGT ensures involvement of all participants and is an excellent way to reach consensus. A bibliographic search provided only a few references from the library literature, which seems to indicate that the technique is not well known in our field. Thus the workshop had the added advantage of introducing NGT to a number of colleagues.

The technique involves the following steps:

1. A statement of the topic is provided to participants.
2. Silent generation of ideas in writing by each participant.
3. Round-robin feedback from group members to record each idea in a terse phase on a flip chart.
4. Discussion of each recorded idea for clarification and evaluation.
5. Individual voting on the priority of ideas, with the group decision being mathemtically derived through rankordering or rating – followed by a discussion of the result and a final vote.

The aim and a brief description of the methodology, as stated above, was sent to persons registering for the workshop, with the following background information:

"The need for performance measurement has become imperative. Though widely discussed, there still exists many differing opinions on what an effective academic library service entails and how this effectiveness can be measured. Different measures will apply to each of the constituent groups in an organization. Measures for the community which is served, for example, will differ from those for the funding agency, and in the case of libraries, different measures will apply to the university authorities, the library staff, and the library users. As libraries are established to provide for particular needs, it seems logical to look primarily at those measures of effectiveness which would indicate the degree to which these needs are satisfied by the library" (7).

At the start of the workshop the aim and procedure were again explained. The following definition of performance measures was used: "Counts and combinations of counts which enable a library to assess the degreee to which a program meets its ojectives ..." (3). After this, the participants were divided into four groups, one French speaking and the others English.

With all members of each group contributing, a great number of possible performance measures were suggested. (Group A, 28; Group B, 40; Group C, 35 and Group D, 46). After discussing each item briefly, group members were asked to each choose five items which they regarded as the most appropriate measures for evaluating the effectiveness of academic libraries from the user's point of view. A first choice was awarded five points, a second choice four points, down to the fifth choice with one point. It was interesting to note that in each group a few items received most of the votes, with the majority only getting a small number or no votes at all.

Each group presented the five items which had received the most votes as a whole. An interesting result was that although each group chose some measures in common with others, each group also proposed some unique ones. Unfortunately, several suggestions did not fit the definition agreed to at the beginning of the workshop.

Group A	*Votes*
1. Document delivery failure rate	41
2. Reduce time between material being requested and arriving on shelves	27

3. On a scale of 1-10 degree of satisfaction expressed by users	26
4. Measuring the relevance of the library collection to the academic progamme	17
5. In university community number of people by category who actually use the library compared to the total university community	16

Group B

1. Satisfaction rate interlibrary loan requests	16
2. Collection to meet with queries	15
3. Hit rates in catalogues	12
4. Time from arrival of book until in catalogue	11
5. Accessibility of collections and staff	11

Group C

1. Relevance in collection development (including periodicals)	25
2. % of failures when you look for publication in catalogue	19
3. Hours open	19
4. Effective staff (public)	16
5. Efficient interlibrary loans	15

Group D

1. Period between ordering and supply to users	28
2. % of supply of requested documents	27
3. Degree of quality of supply	26
4. % of used books and collections	24
5. Open hours	21

After a further brief discussion by all the participants, the duplicate proposals of the four groups were eliminated, reducing the list to twelve. Each participant again chose the five measures which were considered most relevant in order of preference. The following is the final list with the votes obtained:

	Votes
1. Relevance in collection development (including periodicals)	104
2. Degree of satisfaction (obtained by qualitative methods)	102
3. Hours open	88
4. Delay between order and availabiliy on shelves	81
5. Percentage of requested items obtained	74
6. Speedy document delivery and efficient interlibrary loans	65
8. Minutes required between catalogue hit and document in hand	62
9. Percentage of success in searching catalogues	57
10. Effective staff	56
11. Percentage of collection used	43
12. In university community number of people by category who actually use the library compared to the total university community.	31

The following comment on the outcome is very relevant: "Once again in the final session, as in the preceding group work, it was recognized that we had not always produced performance measures, in the sense of counts, but rather factors that we felt ought to be measured ...

Certainly, the outcome of the workshop did not produce a set of guidelines for performance measures as was hoped, and some of the points above need to be recast as performance measures. Whether such guidelines would be useful or practicable needs to be considered bearing in mind that different performance measures may have greater relevance in some contexts than in others. It was also recognized that further discussion is required on whether comparison should be made only within an individual library over time, or whether some or all measures would permit comparison between the performance of different libraries either in the same country, or ideed in other countries" (1).

The value of the workshop lies, therefore, not so much in the outcome as in the discussions themselves, which have helped to create an awareness of, as well as a better insight in the complex problem of performance measurement. It has hopefully prepared the stage for the papers and discussions at IFLA 1990.

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Measuring Academic Library Performance

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Abstract
Library statistics traditionally have tended to measure what goes into a library that allows it to provide service – users, funding, holdings and acquisitions, technical processing and circulation, staffing patterns – inputs. But only recently have librarians joined other service-oriented professionals, such as educators and health care workers, in measuring performance – what they provide to users – outputs.

In response to member interest, the Association of College & Research Libraries (ACRL), a division of the American Library Association (ALA), is developing a manual to assist librarians in measuring the impact, efficiency and effectiveness of academic library activities. This paper will describe the purpose of output measures, the benefits of their use and the specific measures developed by ACRL.

Background
In the United States, librarians have tended to measure what goes into a library that allows it to provide service, for instance, staffing, funding, the stock, acquisitions, or number of units processed. However, librarians have personally placed increasing emphasis on the service itself. The accent is increasingly on users and on what we do to help them find the information they seek.

Also recently, institutions of higher education in the United States have begun to lay stress on "assessment", that is, measuring the effect of education on students. Colleges and universities are under pressure from government agencies, especially at the level of the states, to provide quantitative evidence that students derive some benefit from their education. All parts of the higher education community have been involved in a consideration of their impact on student learning. The academic library is also involved in this effort.

The concept of assessment has only recently become a matter of concern in several European countries. Within the last three or four years, British efforts have begun, under pressure from the Thatcher government. In France, a National Committee on Evaluation has been established. In the Netherlands, an effort has begun on Higher Education Autonomy and Quality. In Sweden, the National Board of Universities and Colleges has established a commission on the evaluation of higher education. The Second International Conference on Assessing Quality in Higher Education was held at the University of St. Andrews, Scotland on July 24–27, 1990. The stated purpose of the conference was to bring together professionals from different nations to share reports about their varying approaches to issues such as quality improvement, outcomes assessment, and institutional evaluation.

Some of the impetus for evaluation in Europe comes from economic pressures associated with economic development, particularly the European Economic Community (Europe

1992), while in the U.S. the interest arises from concern about spending of government funds. In both cases, educators are frustrated about possibly inappropriate measures imposed by non-educators. However, most educators recognize their responsibility to do a better job and they realize that, unless they make an effort to measure performance, the task will fall to outsiders who do not understand the university at all.

In developing these measures, librarians in the U.S. have acted long before any pressure is being brought on them from outside. Last year at the IFLA sessions in Paris, this Standing Committee sponsored a workshop on performance measures in academic libraries at which I participated. The task of the participants was to identify what they would like to see included in any list of academic library performance measures. Lists developed by four different groups, working in two languages and including members from many nations and five continents were highly consistent. They are also extremely consistent with the measures discussed in this paper.

Association of College and Research Libraries

The Association of College and Research Libraries (ACRL), the largest of 11 divisions of the American Library Association, serves as a resource for academic, research, and special libraries and represents their interests to the higher education community. Members of ACRL include over 11,000 academic librarians, libraries, associations, and vendors. ACRL's primary purpose is to foster the profession of academic and research librarianship and to enhance the ability of academic and research libraries to serve effectively the library and information needs of current and potential users. ACRL activities include providing opportunities for professional development, developing standards and guidelines, and publishing four major periodicals and associated monographs.

The members of ACRL expressed an interest in the question of how they might measure their effect on students and on other users. In response, ACRL has developed a manual to assist librarians in measuring the impact, efficiency, and effectiveness of academic library activities. The manual includes a set of basic output measures for academic and research libraries, emphasizing the *user's* experience. An import part of the work is the documentation that will allow any library to implement the measures without specialized training or help.

Purpose

There are three major reasons to use output measures:

1) to improve the quality of service, by setting up a baseline against which improvements can be measured.

2) to provide comparable data for decision making and planning, to help managers allocate resources, plan changes, and make meaningful comparisons.

3) to demonstrate the library's concern for effectiveness and efficiency, a matter of interest among administrators at universities and colleges and among agencies which provide grant funding.

The measures are intended to be used for planning, and are not "standards". The manual presents the measures of performance based on a set of common factors, but the results are for the use of an individual library, in the context of its own institution and other circumstances. They are not intended as a means of comparing libraries with each other.

User orientation

The manual stresses the user perspective on the library. In many of the measures, users are asked directly for information or opinion. Only the user can give information about the nature of the service experience or can define an information need and assess the extent to

which it is filled. The user is the judge of the outcomes of library services; the user's satisfaction – though an indirect measure – can only be measured by the user.

Description of the manual

The manual is intended to be a practical guide to academic library output measures. It is easy to read, understand, and implement. It includes:

- a description of goals and objectives;
- a bibliographic essay that provides a framework for the measures;
- an explanation of the concept of measurement, the criteria for good measures, and the process for choosing measures, managing the management effort, presenting measurement results, and using output measures data;
- step-by-step instructions for conducting user surveys;
- a clear description of each measure, how to use it, how to take the measurements, what skills are needed to administer it, and what to do with the results;
- a bibliography;
- a glossary;
- an index.

There are four areas covered by the measures:

- overall user success, including success at various library activities, ease of use of the library, and overall satisfaction;
- materials availability and use (five measures: circulation, in-library materials use, total materials use, materials availability, and requested materials delay);
- facilities and library use (six measures: attendance, remote uses, total uses, facilities use rate, service point use, and building use);
- information services (three measures: reference transactions, reference satisfaction, and online search evaluation).

The measures are easy to use and administer, requiring only knowledge of basic math (not statistics), although libraries with staff expertise in statistics may do more complex measurement. Additional measures have been suggested in each area.

Development of the project and the manual

Between 1985 and 1988, the eight members of the ACRL Committee on Performance Measures for Academic Libraries developed a proposal for preparing a manual of performance measures. They identified the following goals.

Goals of the Measures:

- to measure the impact, efficiency and effectiveness of library activity;
- to serve as measures, not standards;
- to demonstrate/explain library performance in a meaningful way to university administrators;
- to provide measures library units can use to demonstrate performance levels and resource needs to library administrators;
- to assist in library planning.

Goals of the manual:

- to present measures that are useful and replicable in all types and sizes of academic and research libraries;
- to present measures that are decision-related;

- to present measures that are easy to apply and use, inexpensive to administer and user-oriented;
- to present measures that are tied to a library's goals and objectives;
- to encourage continued use of the measures for historical comparisons within the institution.

They issued a "request for proposals", seeking a consultant to develop the specific measures and the manual. From the responses, the Committee recommended that ACRL contract with Dr. Nancy Van House, School of Library and Information Studies, University of California, Berkeley; Charles McClure, School of Information Studies, Syracuse University; and Beth Weil, Biosciences Library, University of California, Berkeley, to prepare the manual. The ACRL Board of Directors authorized the contract in 1988. The Committe on Performance Measures served as the editorial board for Van House, McClure and Weil. Van House and her colleagues developed the measures in 1988, then pilot-tested the measures and procedures in academic libraries during 1989. Both the measures and the manual were field-tested to ensure that the book could be used as a "do-it-yourself" manual.

Publication

The manual was published by ALA Publishing Services in June, 1990 and is available for sale. Two programs about the use of output measures were presented at the ALA Annual Conference in Chicago in June. ALA also is making available companion products, including workforms for data collection and a database program for compiling the data collected by libraries following the instructions in the manual.

Summary and conclusion

The Association of College and Research Libraries has successfully carried out a project to produce a manual for measuring academic library performance. As summarized by the author, Nancy Van House, "Carefully selected and intelligently used, output measures enable librarians to determine the degree to which objectives are accomplished, set priorities for resource allocation, justify services, and demonstrate the degree of library effectiveness to the library's parent organization and other agencies."

Performance Measurement in the Danish Libraries

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Abstract
There has been a lack of performance studies in the Nordic countries. Possible reasons for this situation is outlined in the paper. After an examination of the situation in Scandinavia it is suggested as a good idea to initiate a manual for both user studies and performance measurement. User studies and performance evaluation are mandatory if one wishes to investigate the users' behaviour, change over time and to what extent the goals are accomplished. A total utilization of investigational resources implies a certain degree of standardization.

Thus it can be emphasized that the need for manuals is marked.

Introduction
There has been a lack of performance studies in Denmark. I think that there are good reasons for this. First of all, the funding of both academic and public libraries has been good compared to many other countries. It means, that a policy by management of muddling through in a period of economic constraint and retrenchment has been the most viable way for many institutions. Further, most research librarians in Denmark tend to continue their research interest in the subject field in which they graduated. And maybe more pertinent, research methodology has until recently only occupied a weak position in the library and information school curricula. It should be added, that quite many librarians don't know very much about performance measurement or find themselves not well-grounded in this area. They find it difficult to apply and evaluate a process of systematic evaluation. The efforts involved in performance measurement often appear to be prohibitive in relation to the potential use and interpretation of performance measurement.

The need for formal investigation
A lot of this has changed in recent years. User studies became numerous in the eighties, especially in the public library sector. But also in academic libraries we are witnessing an increasing concern for and interest in conducting formal user surveys and evaluation studies. It is a new trend, that there are both a verbal and a practical consensus concerning the necessity of formal studies and use of different types of measurement. This consensus derives from the need for providing documentation of the level and quality of services and perhaps also from the fact, that the rather few studies, which have been conducted so far, demonstrate that many of the assumptions and conjectures we have made about services, users and library performance as a whole cannot stand closer scrutiny.

Two vital projects
Two projects are of vital importance in the academic library scene. One is current efforts to design a standardized formula for the data-gathering of nearly all academic libraries. The goal is to create a handbook of library statistics for use in the Nordic countries. The other is an ongoing project at the Royal Library in Copenhagen, Denmark, where a radical modernization project has been implemented. Both projects have as one outcome produced a lot of

tables and figures. These two projects illustrate different versions of data-gathering and its use in library contexts and different types of problems are pointed out as well. Both projects involve substantial effort in terms of time, staff resources and financial support.

As for the handbook of library statistics, it looks a bit strange, that the extensive data-gathering process which is carried out does not take us a step further, at least in a manual, and indicates, how a further division and classification of the data can be used to obtain important performance measures. Now the situation is, that published data are gross, at the level of the size of the collection, totals of issues, number of staff and opening hours. It is a sort of national budget. The measues are very crude and it is very intricate to point out any relevant uses of these apart from a questionable comparison between libraries. The official handbook of statistics can be seen as indicator pointing to the fact that Danish library authorities to a certain extent still consider input measures relevant. They are of course relevant in relation to funding bodies, but they can in no way be regarded as substitutes for measures which can be used in a planning and evaluation process. The above mentioned need for a manual, which takes into account the specific Danish library scene, becomes more and more urgent in a time where there is a general agreement about the need for measurement and evaluation and at the same time a prevalent, although hesitant and uncertain, attitude to conducting, interpreting and evaluating performance measurement in libraries.

It is hard to take action because you have made a study, which shows, for example, that only 54% of the reference transactions result in correct answers or that the collection's turnover rate in different categories varies from 0,2 to 6 or that 50% of the requests for inter-library lending are satisfied in less than three weeks.

An understandable reaction is the question: And what then? The modernization project at the Royal Library has as its starting point the local setting and it is the most ambitious effort to draw a picture of the different activities and the performance of a local libary. The project is extremely goal-oriented. But it is dubious whether the project can serve as a common model for most of the academic libraries in the Nordic countries. The Royal Library is a particular institution with many unique functions and the modernization project is tied to the institutional peculiarity. It can serve as a source of inspiration, but the investigative models and tools do not appear to be universally appropriate.

User studies

User studies have been ventured much more than different performance investigations. It is easier to see the utility of user studies and the ideology behind these studies is more familiar to librarians. User studies are pertinent in relation to planning and evaluation and they can become a good start for more formal performance studies. Again the many user studies which have been conducted in both public and academic libraries in Denmark indicate, that users' answers and perceptions of the library services in many ways are very inadequate measures, because difference between user opinions and librarians' professionel standards is great and because many users do not have a clear picture of what they can demand from library services. This points to the conclusion, that if libraries do want a picture of how they really cope in relation to their goals or ambitions, they simply have to develop another kind of performance measurement.

One additional word about Nordic user studies: it is extremely unproductive, that nearly every user study designs its own questionnaire with only slight variations. It impedes comparability and obstructs the possibility of accumulating and generalising knowledge. In a certain degree it reflects the lack of professionalism in the profession.

Conclusion

User studies can be seen as a good and necessary approach to performance evaluation. Measures of e.g. availability and accessibility are common instruments in performance measurement. But they are only meaningful when seen in the context of user requirements.

User studies and performance evaluation are mandatory if one wishes to investigate the users' behaviour, change over time and to what extent the goals are accomplished. A total utilization of investigational resources implies a certain degree of standardization. Thus it can be emphasized that the need for manuals is marked.

During recent years the instruction in research methodology at the library school has been extended. In the coming years it can be estimated, that graduates' mental attitude towards systematic evaluation will become positive and the skills – hopefully – will be firmly grounded.

The Challenge of Change in Eastern Europe to the Parliamentary Libraries of the West

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Walter Bagehot whom we owe many insights into the functioning of political institutions in Britain in his time once described the democratic system as "government by discussion".[1] Discussion and debate, in turn, want arguments based on facts and information. The focal point in a representative democracy, where all questions of concern to the nation are debated, where decisions are taken and in debating them explained to the electorate, is parliament. The centralized provision of information, the basic provisions to parliamentarians is the primary responsibility of the parliamentary library.

The parliamentary library is, therefore, a constitutive element of democratic government, whereas in other forms of government it has basically the character of a technical service only. The upsurge of democratization in Eastern Europe thus represents a major challenge to the parliamentary libraries of the West, the more so as durable representative democracies are as yet still a minority among existing nations.

In Eastern Europe democratization is at present brought about through one, or some combination, of two discernible processes:

– replacement

and

– transformation.

Replacement occurs when the old Marxist regimes collapse or are overthrown, and the leaders of the now-dominant groups, who have not been actively involved with the former regime, are committed to institute a democratic system. This is the case in Czechoslovakia, East Germany, and Hungary.

Transformation occurs when the old ruling class, or parts of it, recognizes because of economic disaster or street demonstrations that the system which it has led does not meet the needs of the society. As a result they take the lead in modifying the existing system and step by step transforming it into a democratic one, and by doing so succeed in winning the support of substantial groups in the population. This seems to be the case in Bulgaria and Romania.

In Poland the present situation might best be described as a combination of the two processes. As concerns the Soviet Union and Yugoslavia, there seems to be a coexistence of contradictory constitutional principles at the moment with some advances of market-oriented economies and parliamentary practices, with the intention of increasing the active participation of the population in political and economic life. Because of the latter, they inevitably

[1] "The practical choice of first-rate nations is between the Presidential government and the Parliamentary; no State can be first-rate which has not a government by discussion, and those are the only two existing species of that government." (Introduction to the 2nd ed. of *The English constitution*, London, 1872)

have to cope with problems arising from the fact that they are multinational states, which makes the transition process even more complicated.

As concerns Albania there is much speculation at the time about whether transformation might be intended by part of the present ruling class.

Democratization is a process that has to go on at many levels. Market economy must be introduced, enterprise replace central planning. Market economy cannot be separated from political pluralism. Therefore, single-party rule is to be replaced by multi-party competition, contestation being one of the essential elements of representative democracy. The rule of law and the respect for fundamental human rights must be enforced. It is essential for the viability of the emerging democracies that a significant increase in citizen participation in political, social, and economic life can be effected. Local government will, therefore, have to be strengthened. Radical institutional reforms are necessary, the development of autonomous institutions within society must be fostered. The definition and statutory guarantee of minority rights is a particulary pressing issue in Eastern Europe. Federal structures might have to be contemplated.

For all of these issues of constitutional reform in the East European states the Western World can serve as a model. Their developed parliamentary libraries, in particular, should readily accept that they have an obligation towards those who have political responsibility in Eastern Europe now, and towards the institutions which are supposed to support these, especially the parliamentary libraries. The assistance of the developed parliamentary libraries of the West must consist of a sequence of measures to be taken, ranging from short-term emergency aid to long-term development programmes for under-equipped East European parliamentary libraries. The measures to be adopted by Western parliamentary libraries include:

- to extend their reference and research services to include, for a transition period at least, clients from East European parliaments and administrations;
- to supply library materials when severe shortages of necessities have to be coped with;
- to offer online access to their computerized data bases;
- to introduce visitors from East European parliaments into the library and information services offered by a parliamentary library in the West, in order to convince the East European parliamentarians that an effective parliamentary library is indispensable for the working of democratic government;
- to open the door for East European parliamentary libraries to inclusion in the co-operative ventures of parliamentary libraries in Western Europe;
- to offer consultancy services to East European parliamentary libraries sending staff members to these libraries to advise their staff on the effective running of library functions;
- to set up aid-to-training and internship programmes for East European parliamentary librarians under which they are given the opportunity of spending some time in a parliamentary library of the West to receive training and gain preliminary experience;
- to offer a coherent concept of parliamentary librarianship under the conditions of pluralism in society and interdependence of nations.

At the present stage with the emphasis on constitutional reform in Eastern Europe short-term aid is particulary required, *i.e.* reference services and the supply of library materials. Severe shortages of library materials, in particular of reference works (encyclopedias, dictionaries, parliamentary handbooks, directories, yearbooks & almanacs, statistical compilations, biographical works, standard bibliographies, quotation sourcebooks, atlases and travel guides) and of current affairs materials, exist, for instance, in the Volkskammer.

According to the 1989 edition of the *World Directory of National Parliamentary Libraries* the Volkskammer Library has a stock of less than 10000 volumes. The German Bundestag Library is, therefore, supplying a collection of reference works on an inter-lending basis to the Volkskammer. Shortages of these kinds may also exist in Albania, Bulgaria and Romania where the parliamentary libraries did not return the questionnaire for the 1989 edition of the *Directory* (nor with the exception of Romania for earlier editions).

As far as reference services to East Europeans are concerned the German Bundestag Library may serve as an example. It was approached by:

- members of East European legislatures;
- East European embassies in Bonn;
- accredited journalists of East European newspapers and other mass media.[2]

Whether the latter requested reference service on behalf of politicians at home, cannot be said for sure. The subjects, on which reference was sought, were in line with the requirements for constitutional reform in Eastern Europe. Legal provisions in the Federal Republic of Germany were most prominent, in particular civil rights, the law on political parties including public funding of parties, electoral law, legal regulations concerning the intelligence services, minority rights and protection of minorities, and special problems of commercial law. Moreover, statistical data were surprisingly often asked for, which, again, hints at shortages of reference works in East European parliamentary libraries. Since March 1990, the number of questions on legal provisions decreased.

A number of delegations of members of parliament of Central and East European legislatures have visited the Bundestag. Sometimes the Bundestag Library had the chance to advertise to them the significance of its services to parliamentarians and other people and institutions involved in the decision-making processes of a pluralistic society. The response was varied. For many people libraries do not belong to the essentials of life, and we should appreciate the situation of many of the new parliamentarians struggling for necessities like typewriters or duplicators, who do not view the improvement of library services a first priority.

Given the interdependence of nations, the fact that many political issues are not unique ones of one country only, but occur in others as well or are even regional or global issues, parliamentary libraries very much depend on co-operation, in order to increase the effectiveness of their services to parliament. In Western Europe the co-operation of parliamentary libraries is accomplished through the European Centre for Parliamentary Research and Documentation established in 1977 by the Conference of Presidents of European Parliamentary Assemblies. The Presidents of the European Parliament and of the Council of Europe Parliamentary Assembly were charged with setting up and running the Centre. Under the authority of the Secretary General of the European Parliament and the Clerk of the Parliamentary Assembly of the Council of Europe the Centre is directed jointly by the Director of the European Parliament's Directorate-General for Research and by the Head of the Table Office of the Parliamentary Assembly of the Council of Europe. Membership of the Centre is open to all countries which belong either to the Council of Europe or to the European Communities.

Besides other working parties on information technology, macro-economic research or on thesauri, a Library Working Party was established by the Centre, which initiates and co-ordinates common activities in the library field.

[2] According to the library rules of the German Bundestag, the mass media and foreign embassies are entitled to be admitted as users of the Bundestag Library.

The Council of Europe met the challenge of change in Eastern Europe by creating a 'special guest' category. Until May 1990, the special guest status was accorded to the parliaments of the following states: Czechoslovakia, German Democratic Republic, Hungary, Poland, Soviet Union, and Yugoslavia. It is, therefore, to be hoped that librarians from the parliamentary libraries of at least some of these states can attend the next meeting of the Library Working Party which is to be held in Rome in October 1990, and become included in co-operative ventures.

As concerns IFLA, parliamentary libraries are, of course, encouraged to join, the Polish Biblioteka Sejmowa has been an institutional member of IFLA for long, and in a personal capacity librarians from the Hungarian Library of Parliament have served in the Standing Committee of the Section of Parliamentary Libraries. The first of the parliamentary libraries which under the new conditions joined IFLA was the one of the Czech and Slovak Federal Republic under its new Director Karel Sosna.

A distinctive quality about the Section of Parliamentary Libraries is the spirit of good fellowship that prevails. It is, therefore, not surprising that a number of consultancy missions, particularly to Third World countries, have been undertaken, and that, reversely, parliamentary libraries from these countries have been invited under aid-to-training programmes to gain preliminary experience in the developed parliamentary libraries of the industrialized countries. This practice will certainly be extended to parliamentary librarians in Central and Eastern Europe. To give an example: As far as the German Bundestag is concerned a librarian was sent on a short consultancy mission to the Volkskammer in May, and also in May 1990, 6 members of the Polish parliamentary administration spent 3 weeks in Bonn; there was, however, no librarian among them, although the Bundestag Library had been prepared to tutor one.

The long-term policy of the developed parliamentary libraries of the West must be to assist East European parliaments in developing their parliamentary libraries in a way that they can conform to the information requirements – including those of which the political actors might even be unaware – of all who are part of, and have responsibility for, the decision-making processes under the changed political, social and economic conditions. The upsurge of democratization in Eastern Europe should give an added impetus to the goal of the Parliamentary Libraries' Section of publishing *Guidelines for Legislative Libraries*. The Standing Committee of the Section is promoting this goal under the new Medium-Term Programme of IFLA, and the Professional Board of IFLA has allocated funds to this project. At present a few outlines of parliamentary librarianship in a representative democracy with a pluralistic society, based on market-oriented economies, the rule of law and respect for fundamental human rights, must be sufficient.

Political power in our societies is larger than parliament. The decision-making process includes besides the political parties the legitimate activities of the media (in the division of power sometimes called the 'Fourth Power'), of the autonomous institutions within society, *e.g.* the churches or the trade unions, in particular the special-interest or pressure groups, of the civil servants of the bureaucracy, and of the citizens' action groups. Power has become more diffused in the industrialized societies of the West, which creates changing demands on political leadership. It results in a heavy workload on legislators. The problem for all who are involved in the political process, is not too little information, but too much.

The place of the parliamentary library in this context and its primary responsibility, is to identify, locate, analyse, select or extract, interpret, condense and popularize the informations necessary for all who are involved in the decision-making processes, and actively disseminate the results to them in a readily accessible way. In doing so the parliamentary library must be an honest broker of analysis and information. Given the scope and complexity

of the political, social, technical, and economic issues facing both parliamentarians and all others involved, the parliamentary library may sometimes even have to provide basic briefing. The professionalism of parliamentary librarians must extend beyond the traditional acquisition, indexing and reference skills to include analytical and special presentation skills.

The role of the parliamentary library is that of an intermediary. In its acquisition policy special stress should be laid besides reference books, current affairs materials, parliamentary documents and official publications on the publications of those involved in the political process. As far as public opinion and the media are concerned the parliamentary library must subscribe to national and regional newspapers, local magazines, professional journals, news digests, and law reviews. The materials must daily be scanned, clipped, indexed and disseminated to allow for quickness of response by all who are concerned.

Particular attention must be paid to the publications of the special-interest pressure groups, which have come to dominate politics because they are economically and socially essential. Their materials must not only be systematically gathered and analysed, related materials of conflicting single-interest groups must also be linked to make the clash of interests transparent to the legislator.

Because of the interdependence of nations parliamentary papers and official publications of a range of neighbouring and other states and of international organizations must be collected. Instead of indexing these materials in every parliamentary library again and again, interlinking of the data bases of the individual parliamentary libraries, based on common principles of indexing, should be aimed at.

As so many are involved in the political processes in pluralistic societies, the responsibility of the parliamentary library must be extended beyond members of parliament, the political party groups, and the parliamentary administration. From what has been explained above it should be clear that the media, the single-interest groups, and foreign embassies must be regarded as legitimate users of the parliamentary library. On top of that the parliamentary library must assume its share of responsibility for the retransfer of political decisions including the parliamentary processes which have led to them, to the electorate. Representative democracy will not be viable without the active participation of the citizens in political life. Both citizens' action groups and special-interest pressure groups bear testimony to the fact that the populations of the industrialized democracies have recognized this and act accordingly. Active participation on the one hand places the obligation on the policy-making bodies on the other to inform citizens about the results of their initiatives. Parliamentary libraries in a representative democracy should, therefore, admit the public, if only in a public reading room, and install an index section to index and distribute the minutes of the parliamentary debates inclusive of the public meetings of parliamentary committees, to be supplemented by a public services division with the task of compiling and providing information on all current parliamentary activities to an interested public.

In our societies high demands are placed on the parliamentary library. It is the intention of this paper to alert not only the East Europeans to this fact.

How the Nordic Council works

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Summary
The Nordic countries – Denmark, Finland, Iceland, Norway and Sweden – are parliamentary democracies. The region is not a federal state but in many respects it does constitute a coherent whole. Nordic co-operation is founded on the common values shared by the people of the region as a result of their historical, cultural and linguistic ties.

The countries constitute a free labour market and Nordic nationals can travel throughout the region without passports and move from one country to another without jeopardizing their social security. Laws and regulations facilitate co-operation in such areas as trade and communications. Energy and industry are other sectors in which resources are co-ordinated. The Nordic countries co-operate on cultural issues, research and education and assume joint responsibility for the environment. Decisions on foreign and security policies cannot be taken by joint Nordic bodies.

The author describes the structure and work of the Nordic Council and the Nordic Council of Ministers, the most important bodies for co-operation between the Nordic countries.

The Nordic region and Nordic co-operation

General background

The Nordic region – "Norden" – consists of Denmark, Finland, Iceland, Norway and Sweden. It has a population of around 23 million.

The Nordic countries are parliamentary democracies. The region is not a federal state but in many respects it does constitute a coherent whole. Nordic co-operation is founded on the common values shared by the people of the region as a result of their historical, cultural and linguistic ties.

In the Nordic countries it is taken for granted that public bodies, organizations and companies should be able to co-operate with a minimum of formalities. Nordic co-operation is unique in that it often goes on on an informal basis and does not need to go through official channels. Every government agency, local authority, institution and organization in the Nordic countries can co-operate directly with its Nordic counterparts at all levels.

The Nordic countries constitute a free labour market and Nordic nationals can travel throughout the region without passports and move from one country to another without jeopardizing their social security. There are laws and regulations to facilitate co-operation in such areas as trade and communications. Energy and industry are other sectors in which resources are co-ordinated. The Nordic countries co-operate on cultural issues, research and education and assume joint responsibility for the environment.

There is a long-standing tradition of Nordic co-operation. In the 1920s the Norden Associations – voluntary interest groups – were set up, giving Nordic co-operation broader links with the public at large. The 1920s and 1930s also saw the start of informal government-level co-operation, including a number of ministerial meetings. A counterpart to this at the parliamentary level began in the 1950s when the Nordic Council was set up. Its first session was held in 1953.

Co-operation today is based on the 1962 Helsinki Treaty, in which the Nordic countries undertook to seek to preserve and further develop co-operation in the legal, cultural, social, economic and communications spheres. Decisions on foreign and security policies cannot be taken by joint Nordic bodies. In 1971 the Nordic Council of Ministers was established, a body for co-operation between the governments of the Nordic countries.

Structure of the Nordic Council

The Nordic Council is a body promoting co-operation among the parliaments and governments of the Nordic countries.

The Council's functions are to take initiatives and press for action, follow up and give advice on matters involving co-operation between all or some of the Nordic countries.

The Nordic Council's most important instruments are recommendations and statements of opinion, which may be addressed either to the Nordic Council of Ministers, a forum for co-operation among the Nordic countries' governments, or to one or more of the governments.

The Council of Ministers is required to report on its activities and plans, and also to give the Nordic Council an opportunity to express its views on major issues in the field of Nordic co-operation.

The Nordic Council has two types of members: those nominated by national parliaments and those appointed from among members of governments and executive bodies. In all, 87 members are chosen by the parliaments, as follows:

		Numbers of members
Denmark	Folketing	16
Faeroeas	Lagting	2
Greenland	Landsting	2
Finland	Eduskunta/Riksdag	18
Åland Islands	Landsting	2
Iceland	Althing	7
Norway	Storting	20
Sweden	Riksdag	20
		87

An alternate is nominated for each member. Government representatives are as a rule appointed just before each annual session. Some 80 government representatives attend the annual sessions.

All members of the Council, whether elected members or government representatives, are entitled to speak during sessions. However, only members nominated by elected assemblies can vote.

Political organs

The Nordic Council's political organs are the Plenary Assembly, the Presidium and the standing committees.

Plenary Assembly

The Plenary Assembly consists of the 87 members of the Council nominated by elected assemblies and some 80 governments representatives, and normally holds one session a year.

Sessions are held in the capital cities of the Nordic countries in rotation, generally in early March.

The Plenary Assembly is the highest decision-making body of the Nordic Council. Among other things, it adopts recommendations and statements of opinion, determines the Nordic Council's Rules of Procedure, elects the presiding body of the Council, its Presidium, decides on the number of standing committees and their spheres of responsibility.

Presidium

The Nordic Council's Presidium consists of a President and eleven other members, chosen by the Plenary Assembly at each regular session of the council. Each national delegation has to have two members representing it on the Presidium.

The Presidium looks after the day-to-day business of the Council during and between sessions. The President or another member of the Presidium chairs the proceedings of the Plenary Assembly. The Presidium submits an annual report to the Assembly.

The Presidium can act on behalf of the Plenary Assembly and make representations or issue opinions on questions relating to Nordic co-operation which need to be considered before the next session. It can do so provided all five countries are represented at the meeting considering the matter and provided a report is submitted to the Plenary Assembly.

Standing committees

Members of the Nordic Council are assigned to one of five specialized standing committees and a Budget and Control Committee. The five specialized committees are the Economic, Legal, Communications, Cultural, and Social and Environmental Committees.

The function of the standing committees is to prepare the business of the Council prior to decisions by the Plenary Assembly or the Presidium.

The standing committees' areas of responsibility and the types of business they deal with are as follows:

The *Budget and Control Committee* co-ordinates the specialized committees' examination of the draft budget proposed by the Council of Ministers and performs the supervisory functions of the Nordic Council. Each year, for example, it selects a number of institutions or projects for closer scrutiny.

The *Economic Committee* considers economic matters, trade policy, industrial and energy policies, regional policy, development assistance issues, agriculture and forestry, and construction and housing questions.

The *Legal Committee* deals with legislative and constitutional issues, human rights, equal opportunities, questions relating to food, consumer affairs, matters concerning the Sami minority, the Council's internal rules and other matters of a legal nature.

The *Communications Committee's* area of responsibility covers transport, road safety, tourism, computer and other technology, telecommunications, postal services and meteorology.

The *Cultural Committee* deals with cultural co-operation, research, higher education, schools, vocational training, adult education, voluntary organizations, youth issues and broadcasting.

The *Social and Environmental Committee* is concerned with social services and health care, employment, the working environment and protection of the natural environment.

The standing committees summarize their views in written reports, which form a basis for the Plenary Assembly's decisions on the matters concerned.

Delegations

Members nominated by elected assemblies, alternate members and government representatives for each country make up their country's or territory's delegation. Denmark, Finland, Norway and Sweden elects 20 members of Parliament as ordinary members and 20 as alternates, whilst Iceland elects 7+7. The Faeroese and Greenland delegations are part of Denmark's delegation, and that of the Åland Islands is included in the Finnish delegation.

Delegations defray their own expenses within a budgetary framework laid down by their parliaments and apply for fonds for the joint expenses of the Council.

Each delegation makes an annual report to its own parliament on the most recent session of the Nordic Council. These reports form a basis for debates on Nordic co-operation in the various parliaments.

Party groups

The members and alternate members of the Nordic Council are nominated by parliaments in proportion to the strength of the various parties. Several political parties collaborate with like-minded parties in other countries. In the early 1970s, Council members began to work along increasingly party-political lines. Now many members' proposals are submitted on a joint party-political basis.

There are four party groupings. The biggest is the Social Democratic Group, followed by the Conservative and Centre Groups. The smallest is the Socialist Left Group. The Environmental Party The Greens is represented in the Swedish delegation but in order to form a party group in the Council there should be four members representing two countries.

Members' proposals

Members designated by elected assemblies can submit members' proposals, which correspond to the motions tabled in the national parliaments.

Council of Ministers and government proposals

The Council of Ministers, one or more of the Nordic governments can introduce Council of Ministers proposals and government proposals.

Consultation

The Presidium decides whether or not to circulate a proposal for comments. Its Secretariat is responsible for submitting proposals to Nordic institutions and interest organizations, while delegations circulate them to national authorities and organizations.

Since most members' proposals are circulated for comments before they are considered by the appropriate standing committee, and as a three-month consultation period is usually allowed, members' proposals have to be submitted in the early autumn if they are to be dealt with during the next session.

Committee reports

A member's proposal can only be considered by the Plenary Assembly during a session of the Council if a standing committee report has been submitted, including an explanatory statement and a draft decision. The committee can also submit a communication outlining progress on a proposal.

If they wish, standing committees can appoint members as rapporteurs on the various matters they put before the Plenary Assembly.

Statements on recommendations

Each year the Nordic Council adopts some 40 recommendations. In relation to each recommendation, the governments concerned or the Council of Ministers have to submit an annual statement on what has been achieved since the previous year. These statements are considered and the recommendations followed up by the appropriate standing committees.

The standing committees may for example urge the Nordic Council of Ministers to implement a recommendation without delay, or recommend the Council to file a statement for future reference pending a new statement to the next session, or propose that the Council's consideration of a recommendation or representation be regarded as concluded (i.e. that it should be removed from the Council's list of business).

Since 1953 and down to 1990, the Nordic Council has adopted about 1,000 recommendations. Following the 1990 session the Council had 88 recommendations on its list of business.

Annual reports

As part of its supervisory and monitoring function, the Nordic Council requires a number of annual reports to be submitted by joint Nordic institutions. Each standing committee reviews the reports relating to its area of responsibility and submits its findings on them.

C1 is the annual report of the Council of Ministers to the Nordic Council on Nordic co-operation. C2 is the Council of Ministers' account of its plans and the budget framework for the next three years. The specialized committees deal with their respective areas of responsibility, while the Budget and Control Committee makes an overall budgetary assessment.

Together with the report of the Presidium, C1 and C2 form a basis for the general debate at the annual session. Committee reports are debated by the Plenary Assembly on a sector-by-sector basis after the general debate.

Questions

Members of the Nordic Council assembly are entitled to table questions. These are addressed to the Nordic Council of Ministers or to one or more of the Nordic Governments. They must relate to Nordic co-operation, e.g. government plans concerning a recommendation, on which the member does not feel sufficient information has been provided in a statement, or some other question concerning Nordic co-operation which a member wants answering.

Council decisions

After considering an item of business, the Nordic Council can take a variety of decisions, e.g.

- a decision to *adopt a recommendation* in response to a member's government or Council of Ministers proposal,
- a decision to *adopt a statement of opinion* in response to C1 or C2,
- a decision to *take no action* in response to member's proposal (and hence remove it from the list of business),
- a decision on an *internal constitutional matter*, e.g. to change the Council's Rules of Procedure and determine when such an amendment is to take effect,
- a decision to *file an item of business for future reference*, e.g. an annual report, a statement on a recommendation, or a communication from a standing committee,
- a decision to deem consideration of a recommendation to be *concluded* as far as the Council is concerned (and thus remove the recommendation from the list of business),
- a decision to *authorize* the Presidium to make a representation on a particular matter,
- a *representation* from the Council, made by the Presidium, in response to a member's government or Council of Ministers proposal.

Debates, voting etc

General debate
Every regular session of the Nordic Council begins with general debate on the first day. The annual report and plans of the Council of Ministers (C1 and C2) and the Presidium's report (Document 1) form a basis for this debate, which opens with a special address by a spokesman for the Nordic Council of Ministers – a 'speech from the throne' – and the Presidium's reply.

Budget debate
From 1989, on a trial basis, the budget debate will be held immediately after the general debate. Reports C1 and C2 form a basis for this debate too. The budget debate concludes with the adoption of a statement of opinion.

Sector debates
The business of each standing committe is generally discussed in its entirety, beginning with a debate on the committee's report on report C2 from the Council of Ministers.

Replies
In the general and sector debates it is possible to request leave to make a short reply. The rules on replies are determined at the start of each session.

Voting
Votes in the Plenary Assembly can be taken by roll-call, electronic voting equipment, secret ballot or by members standing. Only the 87 members chosen by elected assemblies or alternate members taking their places are entitled to vote. At least half the Council's voting members have to be present to constitute a quorum.

Apart from election, a member can vote yes or no or abstain.

For election, a voting member can call for a secret ballot.

In the event of a tie, elections are decided by lot.

A recommendation or statement of opinion must be supported by over half the members present, and at least 30 votes must be cast in favour of it.

Other decisions require a simple majority of members voting in favour over those voting against the proposal.

Languages
The day-to-day business of the Council is conducted, both orally and in writing, in Danish, Norwegian and Swedish without interpretation or translation between these languages.

Simultaneous interpretation from and into Finnish is provided at meetings of the Plenary Assembly. At standing committee meetings, too, simultaneous interpreting is provided where necessary.

Official Council papers are published in either Danish, Norwegian or Swedish. Members' and Council of Ministers' proposals, committee reports and C1 and C2 are translated into Finnish.

Administrative bodies
The Nordic Council's political organs are assisted by the Presidium Secretariat – a joint Nordic secretariat in Stockholm, set up in 1971 – and by delegation secretariats.

Presidium Secretariat

The Secretariat of the Presidium works under the direction of a Secretary-General appointed by the Presidium. Its staff are Nordic civil servants on fixed-term contracts. The Secretariat has the formal status of an international organization. Its legal status is regulated by a special agreement. The Secretariat employs some 30 officials.

Delegation secretariats

The eight delegation secretariats, which are accomodated at their respective parliament, have a total staff of just over 40. Their main task is to assist delegation members in the Council. They provide information in their countries about the work of the Nordic Council, and together with the Presidium Secretariat they are responsible for preparations and practical arrangements for Council session, meetings of standing committees, seminars etc.

Budget and finances

Joint budget of the Nordic Council

The Council's joint expenses include spending of official Council papers, information and publishing activities, *Nordisk Kontakt*, party support, and administrative and staff costs.

Net joint expenditure is paid for by Council delegations according to the same scale of assessments as is used for the Council of Ministers' budget.

For 1990 the scale is as follows:

Denmark	21,8 %
Finland	20,7 %
Iceland	1,0 %
Norway	19,4 %
Sweden	37,1 %

In 1989 net expenditure amounted to approximately 30 million Swedish kronor.

Delegation budgets

Each Nordic Council delegation has a budget of its own in the framework of its own parliament. This budget covers travel by Council members to standing committee and other Council meetings, delegations' own activities, and expenditure on administration and secretariat staff.

Party support

Party support, which totalled 2.000.000 Swedish kronor in 1989, covers some of the expenses of the Nordic party groups. Other joint activities are paid for by the parties concerned.

Contact with international organizations and interest groups

The Nordic Council's Presidium and standing committees maintain links with a number of international organizations, including the ECE, EFTA, the OECD, the European Community and European Parliament, the ILO, the WHO, the Council of Europe, UNEP and UNESCO.

The Presidium of the Confederation of Norden associations, employers' associations and trade unions, and other interest groups keep the Nordic Council informed of their views on matters relating to Nordic co-operation. Their representatives are often invited to attend seminars and conferences by the Nordic Council.

Members' proposals being considered by the Council are often circulated to the relevant organizations for comment.

The Nordic council of ministers

Co-operation at the ministerial level

The Nordic Council of Ministers is the forum for co-operation between the Governments of the Nordic countries. The executive bodies of the Faeroes, Greenland and the Åland Islands also take part in its work. The Helsinki Treaty contains provisions on government co-operation within the Nordic Council of Ministers and on co-operation between the Council of Ministers and the Nordic Council. The Rules of Procedure of the Council of Ministers and its senior officials' committees indicate how government co-operation is carried on.

Each government appoints one of its members as Minister for Nordic Co-operation. These ministers are responsible for co-ordination questions relating to Nordic co-operation in their own countries and between the Nordic governments. They also have overall responsibility for the activities of the Council of Ministers.

The Nordic Council of Ministers consists of different specialist ministers, according to the matters to be discussed. The Nordic co-operation ministers also meet regularly as a Council of Ministers. The prime ministers, foreign ministers of the Nordic Countries, however, do not meet as Councils of Ministers, though they do hold regular consultations.

Each Nordic country has one vote in the Council of Ministers, whose decisions have to be unanimous. On procedural questions decisions can, however, be reached by simple majority. An abstention does not block a decision.

Decisions of the Council of Ministers are binding on the governments of the Nordic countries, although if ratification by national parliaments is required, decisions only become effective following parliamentary approval. As unanimity is required, the Council of Ministers is not vested with supranational powers of any kind.

The Council of Ministers is required to submit an annual report referred to as C1, to the Nordic Council on Nordic co-operation in the past year and details of its plan for continuing co-operation, called C2, which sets out the Council of Ministers' plan for future co-operation.

Council of Ministers' draft budget is submitted in the form of a Council of Ministers proposal. The Council of Ministers also reports annually to the Nordic Council on action taken in response to the latter's recommendations.

Joint meetings are held both between the Nordic Council's Presidium and the ministers for Nordic co-operation and between the Council's standing committees and various combinations of government ministers. The prime ministers of the Nordic countries also regularly meet the Nordic Council's Presidium.

Committee of Deputies

Each minister for Nordic co-operation has a specially appointed civil servant as his or her deputy. These officials form the Committee of Co-operation Ministers' Deputies, whose decisions also have to be unanimous, except on procedural matters.

In each country there is a special deputy's office to assist the co-operation minister and his/her deputy in their work and to co-ordinate the work of members of the various senior officials' committees from the country concerned.

Secretariat

The Nordic Council of Ministers and senior officials' committees are assisted in their work by a Nordic Council of Ministers Secretariat in Copenhagen, which employs a staff of around

100. The Secretariat is an international organization in the same way as the Secretariat of the Nordic Council Presidium, and its staff are Nordic civil servants.

Ministry liaison officials

At every government ministry a civil servant is chosen to act as a liaison official on Nordic co-operation questions, primarily between his/her country's delegation to the Nordic Council and the ministry concerned. Often these liaison officials are also members of senior officials' committees.

The Place of the Library in the Administrative Structure of the Parliament

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Summary
This paper is based on the 28 responses to a questionnaire designed by Mr. Ian Matheson, Parliamentary Librarian, New Zealand, assisted by Dr. Ernst Kohl, Chairman, Parliamentary Libraries Section, International Federation of Library Associations and Institutions (IFLA), and sent to 63 parliamentary libraries early in 1990. It shows great differences in the management surrounding these libraries, reflecting the differences in the Parliaments they serve, and also shows some similarities. Non-statistical observations are included as is a list of the responding countries.

First of all, I should like to thank the Standing Committee of the Parliamentary Libraries Section of IFLA for asking me to prepare this paper, a task which, though time-consuming, was also absorbing, informative and worth sharing. Naturally, I wish to thank all those who replied to the questionnaire – and even those who only thought of replying but didn't. Countries from which replies were received, in time to be represented in this paper, are: Australia (2), Austria, Belgium, Canada, Denmark, France, England (2), Finland, Germany, Greece, Hungary, Iceland, Ireland, Italy (Senate), Japan, Korea, Malawi, Netherlands, New Zealand, Norway, Philippines, Solomon Islands, South Africa, Sweden, Turkey and Zimbabwe.

I especially thank those who not only replied promptly (some both by FAX and post) but also kindly replied in either English or French. All this made my task much easier.

Titles
To start near the beginning, what is the title assigned to the person in charge of the library? In addition to two untitled, we have six Parliamentary Librarians, six Chief Librarians, six Librarians, 5 Directors, 1 Head, 1 Assistant Librarian. Sorry, no Marshalls, Directors-General or other fine titles, simply the straightforward ones listed. No real surprises here.

Legislative authority
Are we, by and large, a law-abiding group? Well, as all lawyers say, yes and no. Apart from four who failed to supply this information, or supplied it in a form I could not interpret, five reported no authority or not applicable, nine operated under regulations, rules or resolutions, five had laws or statutes, four had laws/statutes and regulations, rules or resolutions. Some parliaments are more trusting than others, I suppose. None of this is particularly surprising, of course; as most parliaments grew, their services did, too, and not necessarily in a carefully controlled legal manner. I refer you to the 1980 paper, "Legal Provisions Regulating the Libraries of National Legislatures", prepared by our Research Branch which notes legal provisions regarding only 20 parliamentary libraries. And some of these did not return this recent questionnaire. However, the most unusual case, probably to be changed in the future, is the large library under "the supervision of the Ministry of Culture".

8. Other information services in addition to the library

Three libraries failed to reply to this question, four said no. The remainder reported a great variety of separate services including many other small libraries, archives, documentation units, caucus/party research, information and visitors services, foreign documentation, informatics, press documentation, subject and speakers indexes, document distribution, committees division, department of parliamentary affairs, special studies, development and information management, media affairs (for press releases), journal and information office, table research groups and others. Unfortunately, most of these were not described and doubtless deserve a special study, not the superficiality of the questionnaire.

In one case, however, it should be noted that the library is part of the Directorate of Information Facilities which includes the library, the archives, and postal services. Furthermore, six libraries reported responsibility for parliamentary archives, three for research, one for public information.

9. Is there co-ordination of all this activity?

Eight said no, or no formal method, five did not answer, three apparently misunderstood the question, 11 reported some sort of formal co-ordination, some of which looked rather casual, but two of which included weekly meetings. This is another area in which additional study is required.

10. Official in charge of procedural affairs and to whom responsible

Despite five replies being either unclear or non-existent, in the vast majority, the Clerk or Secretary General of the Senate or the House or their equivalents are responsible for procedural affairs. In addition, the Director General of Legislative Affairs, the Deputy Secretary General or Assistant Deputy Secretary General for Constitutional Affairs, or the Committee on Rules were named.

These officials are respondisble to the Presidents/Speakers in twelve cases, to the Secretary General in three cases, and in one case each to the Parliamentary Service Commission, Board of Internal Economy, the Presidium, the Presidium and the Secretary General, House Members, the Chamber, the House of Commons Commission, the House, the Secretary to Parliament.

12. Officials in charge of services to members and to whom responsible

As one reply stated firmly that "such a body does not exist", one answer was highly detailed, and four answers do not exist, this question was apparently less clear than its drafter intended. However, the Clerk, the Secretary General, or the Deputy Secretary General were mentioned twelve times. The Sergeant-at-Arms and Black Rod were identified for two parliaments, and Directors, Directors General, Department heads, Chief Librarians, Parliamentary Librarians, Administrators, General Managers, Administrative Directors, Heads of Divisions, Chief Research Officer, Principal Parliamentary Reporter, Secretary Joint House Department, Chief Protocol Officer were also mentioned.

These variously titled persons reported to seven Speakers (or Presiding Officers) in one case through the Secretary General, or to the Clerk/Secretary General or Secretary to Parliament in nine cases. Others reported to the Parliementary Service Commission, the Administrative Board, House of Lords Offices Committee, the Committee on Internal Economy, the House of Commons Commission, the Board of Internal Economy, or some similar body. Clearly more work needs to be done to clarify this situation, but perhaps we should accept that each parliament has the organization with which it is willing to live.

14. To whom is official in charge of library responsible?

In two countries the Parliamentary Librarian is directly responsible to both the Speaker of the House and the Speaker/President of the Senate: in two other cases the Librarian is directly responsible to the Speaker. In all other cases the Librarian appears to be responsible to either some higher official or to a committee. In eight cases this is either the Clerk or the Secretary General. Other officials include the Director General of Legislative Services, Head Administrative Department, Director of Information Facilities, General Parliamentary Services, Administrative Director, the Committees named are the Library Committee, Joint Committee on the Library, the Library Sub-Committee of the Offices Committee.

15. Other officials responsible to the above

These officials inlcude: all others, all directors or heads or other divisions in ten cases. In the case of the four library committees only the Librarian and/or other library officials report to the same authority. Those also reporting directly to the Speakers include Clerks, Directors of Administration, Sergeants-at-Arms, House Steering Committee, the Secretary Joint House Department, the Principal Parliamentary Reporter.

to the Clerk/Secretary General report the Hansard Office, Parliamentary Services and the Director of Documentation. That the Questor and the President are also reported as responsible to the Secretary General suggests some misunderstanding.

16. Library committees

Four replies failed to indicate the existence of a library committee, six report no library committee, one reports two members appointed as supervisors, one reports the library under a House Steering Committee (decision-making). Two have Sub-committees; one of the House of Commons (Westminster) Services Committee (advisory but can make resolutions), one of the House of Lords Offices Committee (decision-making). Of the full Library Committees reported, three are advisory, four decision-making. One Committee of Inspection (advisory) is reported, one Council of Elders (budget advisory; other decision-making), one Committee of Vigilance (decision-making); one Board of Trustees (advisory and supervisory) consisting of two MPs plus one substitute, two ex-officio experts (the National and a University Librarian), one staff union representative and alternate. In brief, there is substantial variety here!

17. Appointment of officer in charge of library

Wide variety also exists in the manner of appointing the chief. Excluding the three respondents who failed to reply to this question the method runs from one direct Prime Ministerial appointment through public advertising (five) and public service commission appointment (two) with no two "systems" duplicating each other. Nine involve the Speaker, seven the Clerk or Secretary General, two the Presidium, one the House by itself on Committee Recommendation, some by Committees of Administrative Boards. In short, some involve parliamentary staff only, some involve politicians, some involve both.

18. Finance

Once again, great variety and complication. Two did not report, one reports no specific budget, one that the librarian is financially responsible only for "publications and information services", one works direct with the parliamentary accountant, one with the Clerk, one as part of Information Facilities. Between these and the two who prepare their budgets and send them to their Speakers or "President", there is an amazing mélange of different committees, Clerks and other Secretaries General, other officers, accounts people, Questors, politicians, and, of course, parliaments as a whole passing the estimates.

19. Library staffing: recruitment, selection, appointment, numbers, promotion, classification, pay

Variety, misunderstanding and partial answers appear. Three failed to answer, one said the Parliamentary Service Commission handled all these matters, one the Chief Librarian, one the Bureau de l'Assemblée, one the Clerk, one the "Librarian, assisted by Establishments Office", one Officials and Offices Committee, one Clerk proposes appointment, confirmed and promoted by Public Service Ministry, one simply, "Director proposes, Secretery General approves, Speaker appoints". In nearly all, the Librarian appears involved, the degree of involvment sometimes depending on the seniority of staff. In some, library staff, sometimes by means of their staff association, seem much involved. One reports annual meetings of a staff evaluation panel which the Librarian attends. The variety reflects the customs of countries involved and no clear picture emerges.

20. Advantages of present "system"

Only seventeen replied to this and all could be included in the words, "things work". Three revel in direct responsibility to Speakers and/or "President", eight delight in simplicity, autonomy, independence, freedom, access to seniors and action, less bureaucracy, the collective and consultative nature of the system. One refers generally to the advantages of being parliamentary, another that the set-up is ideal for a good librarian, one to the administration as being a service-oriented, supportive parliamentary group. Most would seem to prefer their environment to that of other departments, ministries or agencies. One points out that progress in library administration depends on the independence and facilities of parliament, a basic point that some of us can happily take for granted.

21. Disadvantages

Fewer, or fourteen, all of whom had pointed to significant advantages, reported disadvantages. The librarian who noted that his set up was ideal for a good librarian, reflected that, with a poor librarian, the freedom and power could lead to mismanagement or confusion. Four complained of insufficient delegation to the Librarian, ponderous procedures, delayed decisions and red tape. Five others were concerned that the status of the library and its staff were not always fully appreciated, noted the inconvenience of having problems neither examined by, nor decisions taken by technicians, and felt that, as librarians were not in line for table (secretariat) positions, they possibly suffered from bias regarding funding, staffing and facilities. Finally, one noted that cabinet and the Treasury could overrule parliament and two noted the personality problem as, "everything depends on the relations between the Director and the Speaker".

22. Unusual circumstances affecting the library within parliament

Only eight persons responded and they noted that:

- a bill proposes to merge the three service departments
- a unicameral legislature strengthens CEO and cabinet influence
- the parliamentary library is also a public library as the nation's central library for jurisprudence and political science
- a parliamentary on-line information system (POLI) connects members and parliamentary officers by computer
- the library is the only parliamentary department with a Board of Trustees
- the library is not a government priority: it has no establishment for staff!
- as other parliamentary staff do not participate in professional and other conferences and meetings, library staff may not, even locally!
- the vote office is part of the Library Department.

23. Organization charts
Only eleven were received, some mere skeletons.

24. Other libraries in Parliament. 25. Was questionnaire passed on?
Seven reported other libraries in parliament, in one case "many others"; in another, four small deparmental collections. Three reported house libraries, three Senate or Lords libraries. Two passed on questionnaire, but no answers were received.

26. Internal organization of library
These were briefly described by seventeen respondents, generally too briefly to be useful, though some documentation was provided.

27. Other comments
Five were received:
- situation much improved since separation from National Library
- since founding many unplanned changes have taken place and need thoughtful reconsideration
- parliament is not yet separate or independent
- the less they interfere, the better ... the library structure works
- "information on representations made or intended by parliamentary librarians in their respective institutions on issues of extreme importance to the library as a department" would be useful if available.

Questionnaire "B"

1. Difficulties?
Two responses, both complaining that space for replies was insufficient.

2. Omissions?
Two replies: the number of staff should have been asked; so should the question as to whether or not librarians are satisfied with their status vis-a-vis Clerks-at-Table.

3. Unnecessary questions?
No response. Perhaps this one was!

4. Other comments?
One only; more space needed for answers.

This is it. A lot of effort to find out that we are extraordinary individual. The only thing that ties us together is *service*; service to democratic parliaments. Our provision of information and research, one of the ultimate needs in a democracy, helps ensure an adequate basis for knowledge and wisdom in those who initiate, change, or defeat political decisions without bloodshed.

We differ from each other, however, less than we differ from other libraries. Those we serve are the ultimate democratic decision-makers. We are a relatively happy band of brothers and sisters (judging by our responses) devoted to serving them. I am proud to be one of the world's Parliamentary Librarians.

IFLA general conference Stockholm 1990

Division of general research libraries 95-NAT-3-E

Section of national libraries

PROGRESS REPORT

on the work concerning the subject
"The legislation on national libraries
of countries around the world"
in the period between the 55th and
the 56th sessions of IFLA

The Lenin state library
of the USSR

Moscow, 1990

In the period between the 55th and the 56th sessions of IFLA the Lenin state library of the USSR has continued its work on the formation and use of the data base (DB) on the legislation concerning national libraries of countries around the world.

1) Replenishment of the data base

The DB has been replenished with 80 documents, laws, normative acts and factographic data. At present (according to the state on the 1st of June 1990) it numbers 930 documents from 111 countries with the total volume of 6700 pates.

With the purpose of renewal of the stored data letters were sent to many countries with the request to impart whether any new legal acts on national libraries or on other libraries had shown up in the recent years. The attempt was also undertaken to receive information from some countries, which had not replied to our appeals previously.

As a result not a few new documents came in. Among them there was a batch of documents from Spain: the law 16/1985 of the 25th of june on the historical patrimony of Spain (Ley 16/1985, de 25 de junio del Patrimonio Historico Espanol) with one of the sections devoted to the archives, libraries, and museums, the royal decree NO848/86 of the 25th of April 1986 on the functions and structure of the national library of Spain (Decreto 25 abril 1986, num. 846/86. Biblioteca Nacional. Funciones y structura organica basica), the order of the ministry of culture of the 10th of June 1986 on the establishment of the structure of the national library (Orden de 10 de junio de 1986 por la que se desarrolla la structura basica de la Biblioteca Nacional).

Data on the libraries of Venezuela were replenished with the statutes and regulations of the national library (Statuto y Reglamento de la Biblioteca Nacional. 1916), with decrees on the public libraries of the states Zulia, Bolivar, Lara.

The decree NO11.773 on the creation of an integrated system of libraries of the federal district (Decreto N11.773 de 21 de Agosto de 1989 institui o Sistema Inteegrado de Bibliotecas de Distrito Federal) passed in Brazil in August 1989 roused a considerable interest, it define the mechanism of unification of endeavours with the purpose of "a harmonious development and integration of public, school, special libraries of the federal district".

From the People's Republic of China six legal acts were received: on the deposit copy, on public, high school and research libraries.

In formation arrived from Peru and Ecuador, which had not been represented in the data base previously. Among the documents from Peru were the statutes of the national library (Reglamento de organizacion y funciones. Biblioteca Nacional del Peru). regulating in detail not only the structure, the main functions, financing and staffing of the national library, but the management of the national library system, the role of the national library as a central leading body, responsible for the coordination and interaction of the library system with other information systems also.

From Ecuador the rules of the use of the main library of the central university (Universidad Central del Ecuador. Reglamento

de prestamos para la Biblioteca General) -- the biggest library in the country -- were received.

Indonesia sent in a new important document -- the decree of the president of the republic No11 of 1989 on the national library. In consonance with it the national library became an autonomous state institution placed directly under the president of the country. Its main task became assistance to the president in the development of the librarianship, securing durable keeping of the stocks as a part of the cultural propeety, elaboration of new forms of services to readers in all fields of science, technology, culture.

Some countries (Madagascar, Singapore) communicated, that nothing new had appeared in the library legislation in the recent years. The Republic of Guinea informed, that the laws on libraries still were under elaboration. Mrs Ine Tsai-Men-Chong, director of the Suriname national university, sent in an extensive reference "Availability of publications and information in Suriname". The reference gave a notion about difficulties in the librarianship in Suriname, common for many developing countries: because of the absence of a national library the collection of the national publications was not ensured, the currency for the purchase of the foreign literature was scarce, as a result, a great part of the cultural heritage of the country and of materials from other countries was inaccessible. A national library policy was absent, the libraries still played no important role in the society.

The big attention paid by the IFLA section of national

libraries to the data base of the Lenin state library of the USSR should be underlined. Only in 1989 items of information on the DB were published in the "IFLA journal" (vol.15, No3) and twice in the "Newsletter of the IFLA section of national libraries", May, No1 and November, No2. The communications pointed out the possibility to receive copies of the documents from the DB and contained a reminder of the necessity to assist the Lenin state library of the USSR in the renewal of data.

Unfortunately, by no means all members of the IFLA responded to these appeals as well as to the direct addresses from the Lenin state library of the USSR. For example, the data base has hitherto been lacking documents from the national libraries in Ireland, Costa Rica, Uruguay, Ghana. Such countries as Egypt, India, Iraq, Iran, Malaysia have not answered the request from the Lenin state library of the USSR for a renewal of the data.

The automation, started in 1990, has become a new direction in the work on the data base. In the middle of the current year more than 100 full texts of legal documents of the countries of Eastern Europe, Cuba, Mongolian People's Republic have been put into a computer.

2) Use of the data base

As previously, the issue of copies of documents from the DB for foreign specialists has been exceedingly low: during the period between the 55th and 56th sessions requests for copies have come in only from Great Britain and the Korean People's Democratic Republic.

At the same time the issue for Soviet librarians and

employees of government offices has sharply increased. It can be explained by the development of the process of the legal reform occuring both in the country as a whole and in the field of librarianship.

3) Analysis and generalisation of the accumulated data

The information stored in the data base is being used in the following ways.

1) The preparation of the background document for the pre-session seminar of the developing countries within the framework of the 57th session of IFLA in Moscow in 1991. The document will include an estimation of the state of the legislation on the national libraries in the countries of the third world and proposals concerning its perfection.

2) The acquaintance of the international library community with achievements and obstacles in the work on the data base of the Lenin state library of the USSR. With this purpose in particular an article on the DB has been composed for the "IFLA journal", which has been accepted by the editorial board and which is planned to be published in the No3.

3) A comparative analysis of the Soviet and foreign library legislation. On its basis the Lenin state library of the USSR has prepared proposals about the strategy of the carrying out of the legal reform in the field of librarianship in the USSR, a draft new library law of the country.

4) the acquaintance of Soviet specialists with foreign experience in the system of the rise of qualification. One of the forms consists in the conducting of lectures and practical work

concerning the foreign library legislation within the framework of the course "Novelties in the librarianship abroad" organised bay the Lenin state library of the USSR every year.

4) Collection of the most important legal acts on libraries in Bulgaria, Hungary, the GDR, Cuba, Mongolia, Poland, the USSR, Czechoslovakia.

In accordance with the plan the "Collection" was completed at the close of the year 1989. About 120 laws, decrees and other normative acts of library legislation, picked out by the participating countries, went into it. However the rash changes in the political and legal system of the countries of Eastern Europe called the expediency of a broader publication of the "Collection" in question. In our opinion the collected material, considerably antiquated as it is, reflects a definite historical stage of the development of the librarianship in a big group of countries and that is why it can be manifolded for the distribultion among those interested in IFLA divisions and in the member countries.

IFLA Section National Libraries

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COOPERATION BETWEEN NATIONAL LIBRARIES

J M SMETHURST
DIRECTOR GENERAL, H&SS
THE BRITISH LIBRARY

r internal use only:
eting No: 123
yes/no

National libraries 123/4

IFLA - STOCKHOLM - AUGUST 1990

COOPERATION BETWEEN NATIONAL LIBRARIES

Cooperation between libraries is a theme which seems to have a perennial place on the agenda of any professional conference, and has produced more papers than possibly any other theme. Examples of successful practice are, however, relatively few, particularly if one discounts those cooperative schemes which linger on in the literature, quoted from conference to conference, for which the most important progress is the setting of the agenda for the next meeting. The problem with cooperative schemes are that they are recognised as a "good thing", that they appeal to idealists, but at the end of the day they are vulnerable to the forces of self-interest, and to the day-to-day pressures on budgets.

Why then another paper? Can National Libraries look to important benefits from cooperation? Can self-interest actually lead to practical worthwhile schemes for cooperation, rather than cause idealistic schemes to fail? Is there really a need to cooperate given the developments of technology? Is there a practical agenda for us, or would we be better to leave discussion to those heady meetings at high level which lead to international statements of goodwill and promises to collaborate?

When times are hard, as they now are for most libraries, there is of course a new interest in cooperation. "Resource sharing" is an emotive term which has considerable appeal - and particularly to our paymasters. Resource sharing sounds as though you can save money. Why collect material yourself if you can share someone else's collection? Why catalogue material yourself when others have already catalogued it and you can share their records? These are important questions, and our paymasters are right to ask them. Cooperation can obviously lead to some savings, particularly in expenditure on common material of marginal interest, and it can lead to better use of resources which are scarce. But when these questions are asked, we should be ready with the firm answer that sharing poverty does not produce wealth. Cooperation itself is expensive. When it produces no practical results, then it can be a

waste of resource which could have been devoted to a local improvement of some real benefit to the library's users, and by this waste it further impoverishes the library.

But there are real problems in the development of improved library provision which can only be resolved by international cooperation. These problems are essentially related to better control over the literature which we should be acquiring, better access to the literature which we can acquire, and, of course, improvement in matching our local provision and local access to local demand and need. There are other issues also which are part of the same problem of creating better access - the problem for example of preserving or conserving our existing collections.

If we are to succeed, our discussions on cooperation must be set within a realistic understanding of the economics of today. Almost without exception the resources available to a national library are declining in real terms when one takes account of the increased costs of activities and purchases associated with libraries. The investment now needed to maintain and develop computer systems increasingly threatens our acquisition budgets, which are themselves annually growing less adequate to maintain the same volume of acquisition. And the range of literature we now should buy grows each year; the proportion we do buy reduces annually, both because it costs more to buy less, and because of this massive growth in world publication. We cannot afford, therefore, to embark on large scale schemes for cooperation unless they bring us, individually, some benefit which we directly offset against costs. I would for example find it very difficult to support an elaboration of catalogue data to meet an international standard which is beyond the level I need to meet the needs of my users for local or remote data, simply in order to maintain my library's contribution to that excessive international standard. This I think is the level of self-interest which we all face in one form or another when we consider cooperative projects, and which we must recognise. Cooperative schemes have failed because the participating libraries have been unable to justify expenditure for the good of others rather than for the good of their own institution. This has been particularly the case in cooperative acquisition schemes between libraries where at the end of the day a library has not been willing to buy the official publications of a remote country in order to maintain the

availability of that material for others when it has not had a strong interest itself in that country.

Economic problems cause us to reconsider our priorities for expenditure. Many areas of cooperation which have previously been maintained are increasingly at risk, as library budgets are put under strain. Again, an example from acquisitions serves well. For many years libraries have placed great reliance upon the international exchange of official publications. But now, increasingly these exchange schemes are under scrutiny - they are labour intensive, and frequently acquisition by exchange costs more for a single piece than acquisition by purchase would have done. Files are incomplete, and staff costs in chasing missing items are too expensive (or staff are not available because of priority work elsewhere particularly if the material is of little real value to the library). Furthermore, national government agencies which once supplied official material without charge may, as has happened in the United Kingdom, now be required by their own change in circumstances to charge the economic cost of publication to the Library. The Library may have entered the exchange agreement when it was funded by the Foreign Office as part of a cultural agreement paid for by the Foreign Office; those arrangements for payment may have been suspended unilaterally, leaving the Library to bear the full costs, sometimes for material that it only acquired because the Foreign Office had agreed to the arrangement with a foreign government. What makes the position even worse is the distinction which is often made between the free supply of printed material and the fully charged supply of electronic formats in which so much official data is now only available. Faced with declining acquisition funds, the Library is under increasing pressure to modify its exchange policy, reducing substantially the range of material it supplies or cancelling the agreements entirely. The effect of these reductions may be slight to one of the partners; indeed it makes the reduction because of the low loss of benefit and the high cost of obtaining that benefit. To the other, the loss of valuable literature may be severe, and damaging.

Current world economic problems are also impacting strongly on cooperative exchange programmes. For many years for example Eastern bloc countries have relied heavily on international exchanges because of hard currency restrictions. Their subsidized publications have, of course, increased

the benefit of the exchange to "hard currency" libraries since they tended to get more material per unit of exchange. Changes in Eastern Europe are already affecting our exchange programmes - we may have to purchase more, and the unit cost of what we purchase is increasing as subsidies are withdrawn and Eastern publishers enter the competitive market. This is happening at a time when the demand for Eastern European publications is growing daily.

These economic pressures will not disappear. Many libraries over the next ten or twenty years will be reviewing with increasing urgency those areas of cooperative activity which they believe they can no longer afford. The purpose of these reviews will be to reduce costs, not in order to allow the funds released to be used for positive new developments, but merely to pay for additional costs in areas which are currently thought to be of more importance. The net result will of course be the impoverishment of the collections of the individual library.

The discussion of cooperation must clearly take place within the context of this real world of costs and benefits, and it will of course continue to be governed by self-interest of the type I have illustrated.

Bibliographic control is clearly an area where cooperation between libraries is essential if we are to manage effectively the growing world output of publications. We have little influence on the growth of the publication rate, although I believe we could, in cooperation, have much more influence than we do. We could do more nationally and internationally to seek to modify the research system which encourages the growth of literature as part of the research appraisal where advancement depends upon publication. We could play a much more dynamic role in discussions with publishers and with the academic community in seeking to determine alternative methods to publication in conventional formats, such as the creation of electronic forms where peer review is part of the process of electronic storage of research "papers". It is an international problem: the publishers themselves are international, the research is international and the results of the research are disseminated internationally. The paper publications are taken by all of our libraries but the cost of acquisition is effectively dominating and controlling our acquisition policies. The problem demands an international solution. Our

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international cooperation has in the past been largely concerned with providing access to this increasingly global, fragmented and highly specialised material. Perhaps we should turn our attention more forcefully to modifying its production or form of publication, rather than appealing in vain against the continual increase of prices. (I am pleased to see that the problem is being addressed at an IFLA workshop this week.)

Even, if we were able to do this successfully, and I think it should be firmly on our agenda as national libraries, we still of course would be left with the problem of identification of literature, organizing and recording it.

We have seen the potential of the technological revolution in handling our bibliographic records in recent years. IFLA through its core programmes UBC, and UAP, has established a strong framework within which the national libraries in cooperation are establishing the basic standards for the interchange of machine readable records, and for bibliographic description. The development of on-line public access catalogues and of CD-ROM systems offer new opportunities and new challenges to libraries. If we are to achieve cost-effective record exchange, and catalogue construction we must be prepared to modify our standards to produce records which are more economically designed to meet the demands of free text search and keyboard entry which these new systems offer. IFLA obviously has a most important role to play, as does the CDNL. We have seen in the last two to three years important initiatives in Europe from the European national libraries with the Cooperative CD-ROM Project. The key aims of this are to promote better and easier access by more users to European national bibliographies, to promote economies in cataloguing through improved interchange of records, irrespective of different MARC formats, and to develop shared approaches to strategies applications and formats for bibliographic data on CD-ROM. The Project involves BL, BN, DB, the Royal Libraries at the Hague, in Copenhagen, and the National Library of Portugal, and the Biblioteca Nazionale in Florence, which have established a Consortium and obtained valuable funding support form the CEC's Impact Programme. Among the problems they are examining are the technical and linguistic ones associated with the concept of a multi-lingual interface, the problems of linking CD-ROM's to local library systems and of the creation of switching systems for multiple CD-ROMs.

The Project also seeks to address an issue which is beginning to become a very serious problem for national libraries - the international distribution of bibliographical data on CD-ROM and the possible conflicts between the publishers' interest in the commercial sale of bibliographical data, the copyright holders' and record creator's interest in that data, the interest of the user and the wider interest in availability of access to records in machine readable form. We have not successfully addressed these issues in a realistic way in the past and we must, as national libraries, seek to provide a better framework in the future which recognises both the commercial interest, but doesn't give it greater value than it deserves, and the service value to libraries and to users for the cost effective conversion and compilation of bibliographic catalogues.

Other useful work is being undertaken cooperatively. Work is in hand through IFLA on cataloguing standards for authority files, and the importance of this work for the development of networked catalogues cannot be overstated. The national libraries play a considerable role in this work, which is so integral a part of the UBCIM Programme. But while much is being accomplished, the rate of change of the technology is such that we tend to be overtaken by the technology itself. We need to modify our approach to cooperation to ensure that we do not try to find universal solutions by lengthy negotiation between experts to problems which the new generation of technological systems solves. IFLA, with the lead of the National Libraries, should reassess whether the standards it painfully promoted in the seventies and eighties are still appropriate. Do they lead to additional costs which are no longer reasonable? Do they create overheads through encouraging an increasingly complex record? The ISBD system has been so highly developed that it more and more resembles de facto codes of cataloguing rules, and it seems more and more unsuitable for use in screened displays of on-line public access catalogues. International cooperation in establishing standards is obviously vital if we are are to exploit the new developments in Open Systems Interconnections (OSI). Let us make certain that cooperation does not lead us into designing standards which are economically not sustainable in our individual libraries, and whch are not needed for the retrieval of meaningful records, and for access to our collections.

The need for re-examination of our international policies is no less urgent in other areas of national library interest. The technology we have available to us can considerably improve the availability of documents by the electronic transmission of requests, fax, or photocopy supply. But we need to improve the borrowing process of international document supply by the better availability of up-to-date catalogues and bibliographies covering a much fuller range of materials. This again implies better development of networks with OSI protocols, a common approach to retrospective catalogue conversion with international support for well-defined priorities in this work. Again, in Europe we see some good progress being made in seeking a coordinated approach both to the availability of records and to improvement of document supply. The British Library is seeking collaboration with other national libraries in both of these areas. We are, for example, seeking to extend the machine readable catalogue of our English eighteenth century material, the ESTC, which is an international union list of locations of English eighteenth century locations in the major British, Irish and American libraries, and libraries in Australia, New Zealand and Germany. We hope to begin work on creating a similar set of records for the English STC of printing up to 1640, and for its continuation up to 1800. Ideally we would like to see similar catalogues established covering major holdings of other European languages, to create a family of retrospective bibliographies with locations. To this end we are sponsoring with the Bavarian State Library an important international seminar in the autumn in Munich on the recataloguing, and retrospective conversion of older materials.

Identification of locations is not adequate in itself, international access and document supply is also required. There is a strong argument for international cooperation for the common adoption of the IFLA Principles of International Lending with efficient national referral centres. But, again, let us make sure that we do not allow this concept to lead to a bureaucratic centralisation of activity where this is no longer needed. As the technology develops and as it becomes possible to access remote machine readable catalogues directly from local libraries, we may not need this funnelling of requests through a central referral point; supply could be by direct access. We need therefore to consider carefully the adequacy of the international "envelope" of data which support these requests to ensure compatability of that data, and proper

decoding at the receiving library. We do not want to create unnecessary gatekeepers through central referral, but we do need to facilitate improved document supply.

We also need to develop much data about how international networks perform. We need, for example, studies of the real costs of developing central collections for interlending as opposed to the real costs of a distributed system. We need to know more about the levels of duplication of holdings in a distributed system and in centralised systems which are needed to support access to material in heavy demand. We need to measure more critically the best areas for investment to improve access to documents and materials in the humanities, an area of notoriously poor inter-lending performance,with usually high costs attached to the satisfied request. Such measures may help us to decide the right levels of investment for our own acquisitions policies in subject areas.

As we move into network access, we need to create a common mapping system which can be used at the front end to locate important specialised holdings. In the British Library we are seeking to promote the American Conspectus to provide such a map. We are working closely with the other European national libraries, both through the European Directors of National Libraries Initiatives and through the LIBER Working Group to develop a European version of conspectus which matches directly into the American version but where the subject categories and schedules recognise a national bias. At the same time we are working towards the development of national databases holding conspectus data which can be accessed by common commands because each follows the same protocols. Again we wish to link our European network with the American database.

If our resources are to be shared internationally, there we also have a major responsibility to cooperate actively in matters relating to the conservation and preservation of our collections. We have seen good progress in Europe and between Europe and the United States in recent years. We in the United Kingdom have received financial support from the Mellon Foundation to develop within our own country a coordinated microfilming project firstly between the six legal deposit libraries and shortly to be extended to other major research libraries, to cover our national printed heritage. Under this scheme, we and our collaborators

have decided on priorities for microfilming English printing in the 19th century in order to avoid duplication of work. As we film, we create a master archival copy, and also a machine readable record of the bibliographical description for a National Register of Microform Masters which is held by the British Library. The data on this Register is also being made available to the United States and will be held on the RLG file and other utilities. Access to our holdings will be possible through BLAISE line, and ARLIN, and we will supply copies from the master negative at cost on request. National libraries, working together, should develop agreed policies for the Conservation of their national imprints, develop international standards for preservation and for records of that preservation; and agree upon priorities for individual cooperative preservation projects. A particular area of importance because of the vulnerability of the material is the preservation of national files of newspapers. We know from our own collections that even to preserve our United Kingdom holdings requires cooperative action between many libraries in our own country, and we have established a cooperative scheme called 'Newsplan' in which we share with the major English and Scottish regions the responsibility for creating microfilm surrogates for local and regional newspapers. But we need a similar international programme to ensure the preservation or the production of surrogates for the world wide collections we hold, and where we sometimes hold unique copies.

We are also conscious, as one of the world's largest libraries, that we have in our collections part of the national patrimony of many of our former colonial territories - we have for example the most complete archive of the Indian sub-continent in our India Office Library and Records. We are seeking to ensure through joint projects with the relevant national libraries the provision of microfilm copies of much of this material which we now hold uniquely. We are also seeking collaboration with the Bibliothēque Nationale under which we would preserve and film material from our African dependencies, and they would do the same for Francophile nations. We can neither of us alone afford to systematically cover the entire holdings of African material we both possess. It is important internationally that the responsibilities of the larger and older national libraries are exercised properly, and to do so we need to develop cooperative programmes with other countries to assist both them and ourselves, to preserve this older material.

Our other area which I think deserves to be placed on the agenda for national library cooperation is the development of adequate databanks, and surrogate forms for our unique collections of manuscripts. The techonology is available for this, but we need to develop more effectively the international standards for such work, and to create an effective international programme. One area which would bring enormous benefit to international scholarship would be to create an international databank of Latin manuscripts, well indexed, and to a common standard.

Finally, since I have been talking at length about cooperation which is highly dependent upon use of technology, let me correct the balance by stressing the need for a much more positive cooperative effort between national libraries in staff training and education. It is an expensive and time consuming task for all of us, and yet we tend to develop our own programmes in isolation, and we have put little effort into sharing information about how we handle our training requirements. Obviously, at many levels, training is institution dependent since it must be related to the Library's method of organisation of its work. But at the very least we could share training materials and experience. There are many areas of activity, particularly those of coping with technical change, office automation, file handling systems, supply of materials, where there is rich experience in a handful of libraries and very limited experience in a large number of others. How have those who have successfully handled change, trained their staff to meet change, accept and be stimulated by it? What technologies have been found effective? How do other libraries cope with preparing staff for new management responsibilities? Who trains our trainers, and how? There is I believe enormous scope for the national libraries to take a major cooperative initiative in this area, one which would I am sure fulfil well the self-interest of every participating library. This should be high on our agenda for the medium term action plan.

I am grateful for the considerable assistance in the preparation of this paper I have had from my colleagues Stuart Ede and Ross Bourne in the British Library, and from Mrs Henriette Avram of the Library of Congress and Miriam Martinez Crespo of the National Library of Cuba. My thanks are due for their cooperation.

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Library and Research Services to the Swedish Parliament (Riksdag)

Papers presented at the workshop, August 23, 1990

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The Library of the Swedish Parliament (Riksdags-biblioteket)

The Library started in 1851. It served an assembly that continued traditions dating from the Middle Ages, representing the estates of the realm: Nobility, Clergy, Burghers and Peasantry.

In 1867 a parliament of a more modern, bi-cameral type met for the first time. As from 1970 the Riksdag consists of one directly elected chamber.

The first acquisition made by the Library was a collection of parliamentary papers and statutes kept by the estates and by agencies of the Parliament such as the National Bank of Sweden. Substantial additions came from international exchange and from donations, the budget of the library being in the beginning very restricted. From around the turn of the century the Library has grown considerably and has now a reasonable budget and a staff of around 30.

Very early in its history, the use of the Library was opened to others than Members of the Riksdag. Civil servants from ministries and Government offices had access as well. As the collections grew, the Library was regarded as being of great importance to research in social sciences and law and as a valuable link in the cooperation between Swedish research libraries. In the 1910's regulations were issued to the effect that the library serves the Riksdag, Government and Government offices and, though with restrictions, students and researchers.

The premises of the Library are in the same building as the Standing Committees of the Riksdag. It is, unfortunately, far away from the natural meeting-places of the members of the Riksdag. It is also unfortunate that the Research Service, which like the Library is a division of the Administrative Office of the Riksdag, is located far away from the Library. For ministries and visiting researchers the location in the middle of the city is, however, excellent.

The collections of the Library comprise between 500 000 and 600 000 volumes. Current periodicals are around 2 500. All Swedish newspapers (some 150) are subscribed

to. Collections emphasise law, social sciences and contemporary history with biography. Of course Sweden is of central interest and the Library aims at completeness as far as Swedish publications in this sphere are concerned. Other countries are, however, also taken into regard, and the ambition to "cover the world" is high, if impossible to fulfil. Special collections include parliamentary documents and statutes from Sweden, the Nordic and many other countries. The Library receives under legal deposit a copy of every printed publication from all governmental authorities and publishes annually a bibliography of this material. The library serves as a depository library for the UN and the World Bank and has extensive collections of documents from many other international organisations, such as the Council of Europe, the European Parliament, the EEC, the OECD, etc.

The Library is very much engaged in presenting its material. Lists of acquisitions are issued regularly and often, works of special interest are presented on the internal TV, master copies of articles of immediate interest are kept at the circulation desk. The computerization (see below) will bring the resources of the Library to almost every desk in the house. Both Members and staff will be able to use the same terminal and the same retrieval system in order to find both the documents of the Riksdag and material from the Library on any subject.

The Library is now testing a computerized library system. We have in a way invented the wheel once more. In close cooperation with the library staff consultants have worked out a system in adherence both to the system of the Riksdag and to the Swedish national library system LIBRIS. LIBRIS is important to us, because it offers shared cataloguing and is a link to the other larger libraries we cooperate with in interlibrary lending.

The Library uses the data bases of the Riksdag and LIBRIS, which gives an overview of what has been acquired by the larger libraries of the country, especially during the last one or two decades. Data bases recording articles from Swedish periodicals and daily newspapers are also in great demand, less so bases from outside the country. As to foreign bases, the Library cooperates with the Research Service. The EC-bases are, however, getting more and more important.

The Central Archives of the Riksdag are a part of the Library. You will find a description separately.

The Library with the Archives publishes or is engaged in the publication of

A bibliography of Swedish official publications (Statliga publikationer. Årsbibliografi) since 1931.

A guide to the Riksdag, comprising short biographies and photos of all Members, published shortly after the elections every three years (Fakta om folkvalda).

Biographies of the Members of the two-chamber Riksdag 1867-1970 (Tvåkammarriksdagen 1867-1970).

A series of important, hitherto unpublished parliamentary papers from the 18th century.

The Central Archives of the Riksdag

The Central Archives of the Riksdag have been a part of the library since 1851. The work of the archives are governed by a special regulation concerning the Riksdag archives. The main task is to keep the Riksdag documents safe and in good order, to provide access to all official documents and to serve the interests of research.

The history of the Riksdag records dates back to the 16th century. The oldest collections have been transferred to the National Archives. The oldest documents kept in the Riksdag archives are the minutes and acts of the Committee on the Constitution and the Committee of Foreign Affairs from 1809 and onwards. These documents are not published elsewhere and are frequently used in research. Visitors are allowed to read the documents in the reading-room. No document may be brought out of the house.

To prevent the decay of the original documents the archives runs a project of converting information to microform. Among the documents that are now being microfilmed is the detailed documentation of the votings (you may go back as far as the 1930's and find out how everyone voted). The master copies of the films and a collection of tape recordings from the chamber 1966- are kept in cold storage.

An important task of the archives is to ensure that the information is kept on the best material possible, whether it be paper, film or magnetic tapes. A vast amount of the original records from the mid 19th century is written on brittle paper. The information on votings is partly kept on photopaper that is losing its colour etc. The archives are responsible for giving advice to the employees of the Riksdag concerning the use of permanent paper etc.

Another important issue is the nonprinted documents of the Standing Comittees, perhaps the most interesting documents for research. The archives keep close contact with the committee staff to ensure that the documentation of the work is saved for the future.

The archives have a consultative function in matters concerning records management and supervises the computerized administrative register within the Riksdag.

A future project is the developing of a computerized system for information about the existence and location of Riksdag documents. The system will be adjusted to the usage of the MARC code for archives, (AMC - Archive and Manuscript Control).

The archives also collect biographical material about the Members. This is used in a guide to the Riksdag, comprising short biographies and photos of the Members. This guide is published shortly after the elections every three years (Fakta om folkvalda).

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1990-04-25

THE RESEARCH SERVICE OF THE RIKSDAG

The Research Service of the Riksdag (**Riksdagens utredningstjänst, RUT**) was established in 1955 as a special function within the Library. Since 1966 the Service has been a separate unit and is now one of the ten departments of the Administrative Office.

The primary task of the Service is to provide members, party groups and administration with research or information service. This is to be done at the time and in the form asked for, and in a nonpartisan and objective manner. Some 2.500 requests of a very different character are registered every year, most of them from members. An additional 1.000 requests are answered more or less directly without registration.

The Service also indexes, compiles and publishes preliminary and annual registers to the parliamentary print. The registers are produced on basis of the computerized information in the Riksdag databases.

The Service is divided into two sections for research - **Legal and general matters and Economic and statistical matters** - comprising 18 research officers with different academic background. Of these 3 have a special responsibility for the library and documentation. The **indexing unit** consists of 4 officers with academic background. 2 assistants answer for personnel, administration of requests etc and 4 assistants answer for mail, documents etc.

Altogether the staff amounts to 30 persons, all of which to a greater or lesser extent are involved in the research work. So is for instance the indexing unit experts on the Riksdag databases and provide members, research officers and others with information. The assistants help out with clippings, reports etc and are also experts on some general databases.

Trends: The computerization in the Riksdag and the access to databases, both national and international, have changed and are changing the working conditions. The increased complexity of society is leading to more complicated requests but also to an increased demand for plain information. The growth of the party group secretariats has led to more demands on the Service. The need for more coordination between different units in Parliament dealing with information becomes more and more obvious.

The Information Service of the Riksdag

The Information Service (Riksdagens informationsenhet) was created in 1983 by merging the School and Guiding Service and the former Information Service, the main aim of which was information to the public and the press. Another task for the newly formed service was the production of printed information material for use both inside and outside the house.

The Information Service has a permanent staff of twelve persons and, in addition, ten guides paid by the hour. The service is responsible for information inside the house and to the general public. Guided tours are arranged for school classes and other visitors.

The staff consists of journalists, information specialists or people who hold university degrees in social sciences. Some members of the staff arrange courses.

The service is responsible for contacts with the press, radio and television. It cooperates with the information services of governmental authorities and institutions, of organizations representing trade and industry, of trade unions etc. Courses on the Riksdag and its work are arranged every year for journalists, teachers, information specialists and librarians.

The service also answers questions from the public concerning the Riksdag and its work. Most of these questions are answered by telephone. Supplementary information may be sent by mail or telefax. A great amount of letters are answered.

The service also makes the Riksdag known to the general public by taking part in exhibions and fairs.

The service has good relations with the Swedish school system and provides schools with leaflets and other material. About 15 000 pupils are received every year in the lecture room. Special programmes are arranged for various groups such as heads of schools, representatives of trade and industry or university students.

The service is involved in the discussions about the videotex ("Prestel") system of the Riksdag, which is so

far used only in the house. It is still in a developing phase. In the future, the general public may have access to the data bases of the Riksdag through videotex and be able to inspect the agenda of the Chamber and the Standing Committees.

Every week Riksdagsveckan (The Riksdag Weekly) informs the members of the Riksdag about what will happen in the Riksdag in the week to come. There is also a newsletter for the staff, which appears seven times a year. Kammarkalendern (The Agenda of the Chamber) is published weekly and sent to the Members of the Riksdag as well as to the press.

Other printed matter for internal use is e. g. Ledamotens lathund (Member's Short Guide) intending to present to the Member useful knowledge about services available in the house, allowances, offices, organization, administration etc. Visningsguiden (Visiting the Riksdag) helps the Member guide groups of visitors, informing about the house and hinting at handy passages through it. Much of this material is produced by way of a desk-top publishing equipment at the Information Service.

Among material intended for external use is Riksdagen - de folkvaldas arbetsplats (The Riksdag - the place of work of our elected representatives, in English, French and Finnish), which is sent free to schools and sold to the general public, and Utskott i arbete - från förslag till beslut (The Standing Committees at work - from proposal to decision) which presents in a more thorough way the functioning of the Riksdag. We should not forget the leaflet which internally is called 'The Appetizer', just because it aims at stimulating the public to learn more about the Riksdag.

Finally, the service also produces every year a register, with short biographies, of the Members of the Riksdag.

The Weekly Information Bulletin R&D (Från Riksdag & Departement, News from Parliament and Ministries)

The **aim** of the R&D is

to make it possible for the public to follow the process of legislation from the start up to decisions in Parliament

and

to stimulate the interest of the readers in matters of national interest.

R&D **informs about Government and Parliament** by

following the entire process of legislation via motions, commission directives, commission reports, Government propositions and decisions in the Riksdag

summarizing all documents involved in the process (exception: reports from the Standing Committees)

covering all matters which lead to decisions in the Riksdag

basing its articles on published documents in order to give unbiased information based on facts

giving bibliographical records of the documents envolved in the process and thus making it possible for anyone to check and get more information

presenting background articles on current issues and surveys of recent legislation.

R&D is **independent** of political parties or other groups in the Riksdag and out of it. The staff prepares the content and the editor-in-chief is responsible for the publication under the press law. As to administration, it is a division of the Administrative Office of the Riksdag. In important matters concerning the administration, consultations shall take place between the Administrative Office, the editor-in-chief and the Ministry of Public Administration.

R&D sets great store on being

comprehensive and concise; R&D appears 40 times a year and summarizes on around 800 pages the content of 60000 pages of documentation from the Riksdag;

impartial. E.g., the summaries of the commission reports gives not only the views of the majority, but also the opinions of the minority as presented in reservations; one or two issues yearly are dedicated to the motions from the so-called general motion period in January. These motions (private bills) may be on any subject and submitted by any member. It stands to reason, however, that they present the views of the opposition rather than that of the Government;

both accurate AND up-to-date, which means being pressed for time but still making complicated texts understandable to a broader public.

Staff

The staff consists of 6 journalists and two secretaries/assistants. The workload and the demands on the staff are heavy, as seen above.

Readers

36% of the readers are institutions, libraries and schools, 39% are private enterprises and organisations, 25% are citizens with an interest in politics. In the last years, the number of private enterprises, associations and organisations among the new subscribers has grown.

Price

The price of the bulletin has been a matter of discussion. It has been argued that information on the work of the Riksdag should be free, others have thought that what is free is not as highly estimated as it should be, and that the price ought to be comparatively high. The price today of 175 SEK a year is, as it always was, rather symbolic.

Opinions on the Policy of the Bulletin

Another matter of argument is that the bulletin should contain not only basic information but also present

debates in a more detailed way and cover the whole field of the Riksdag work more thoroughly. At the same time, it should be more "racy" and popular. It is not easy to comply with all these desiderata, and the policy of the bulletin has remained very much the same, stressing matter-of-factness and impartiality.

The Yearbook of the Riksdag (Riksdagens årsbok) and the Social Guide (Samhällsguiden)

The staff also prepares the Yearbook of the Riksdag and the Social Guide. The Yearbook summarizes under some twenty headings all decisions taken during a session. It presents an overview of the parliamentary year, a survey of the debates and is a catalogue of all new laws and regulations.

The Social Guide is an encyclopaedia of most problems you may meet in society today, a description of laws and rules concerning them and advice where to turn to get some help.

DATABASES IN THE SWEDISH RIKSDAG

All documents of the Riksdag - with the exception of Government bills - are retrievable in databases. These databases are of two kinds:

o MP's motions, Chamber protocols and Standing Committees reports are available in full text databases since 1st October 1989. Government bills will be available in full text in a near future.

o Government bills and MP's motions are also available in reference databases in a kind of diary system. Information in the diary system is recorded at various processing terminals.

The work goes on in the following way:

When an MP's motion or a Government bill is submitted to the Riksdag, the office of the Chamber records the title of the motion or bill, the names of the proposers, the document number and the name of the Standing Committee to which the matter has been referred.

A copy of this information is then transmitted to the Standing Committee concerned. The Committee adds further information such as planned treatment in the Chamber and the decisions of the Standing Committees.

When the Standing Committee has dealt with the matter, it is sent to the Chamber for consideration. The office of the Chamber records the decision of the Chamber, the plenary meeting number etc to the diary system.

During this process the Research Service indexes the documents on the basis of a thesaurus in order to facilitate the retrieval.

This thesaurus is not very elaborated, but our present intention is to develop it into a more advanced tool.

A printed annual index is produced by the Research Service on the basis of the diary system.

All the documents in the diary system and in the full text databases are retrievable via free-text search or search by field as soon as they have been recorded into the system. Thus, the working process of a matter can be followed in detail through its various stages.

References to documents in the Riksdag are available for external users through the state owned service bureau DAFA, since 1975.

Since 1st October 1989 all Chamber protocols are available for external users in full text the day after the Chamber debates.

In the near future all reports from Standing Committees will be available in full text through DAFA for external users.

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University Libraries section:
"Performance Measurement in Academic Libraries."

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Problems of performance evaluation in academic libraries

Roswitha Poll

Münster, FRG

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eeting No: 92
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Problems of performance evaluation in academic libraries

Roswitha Poll

1. Categories of performance measures

Last year in Paris, our committee had a workshop about p. m. John Willemse has told you about what the majority decided to be relevant p. m. It was not even very difficult to agree about a number of measures that everybody thought important. This was only a random collection of a few hours. But there are quite a lot of essays about why we need p. m. and what qualities p. m. should have; there are also several handbooks with lists of p. m., others - as we heard - are being prepared.

The proposed p. m. show a nucleus of some 4 or 5 measures, that occur very often - with some variations:

- document availability
- document delivery (or access) = time factor included
- evaluation of the collection
- evaluation of reference service
- and - a measure that can refer to the whole library or to separate services - user satisfaction.

There are some groups of measures that are closely related to the above-named measures, mostly relying on statistical data, that the libraries collect more or less regularly:

- registered users
- number of issues
- loans per user
- inter library loan time
- opening hours of the library
- % of stock not used in the first 2 or 3 years
- ratio of complaints to compliments
- % of relevant items retrieved on an online research

etc.

But there are also many p. m. proposed that do not quite fit into the above mentioned groups. They are either

1) measures relating not directly to the goal of satisfying the user, but to other long-time goals of the library
   - e. g. what is the library doing for the restoration of old books?
   - how well does it work in a nation-wide concept of collection building?

2) measures for evaluating the work of the individual librarian

- how many books catalogued in a month?
- how many references in an hour?
- are the references sufficient and of good quality?

These are certainly very helpful for the internal organisation of the library, but cannot be regarded as p. m. of the library.

3) Statistical data about resources

- size of book stock
- size and composition of staff
- budget
- size of buildings
- seating capacity of the library

They are certainly needed for evaluating the efficiency of the individual library, but after p. m. have been applied.

As we have seen, there are indeed already quite a number of methods for measuring performance. The question then is: Why are they so seldom used? Nearly all the studies about p. m. agree about this.

There are several reasons given:

- The libraries think p. m too time-consuming
- too difficult to handle
- p. m. seem to be ineffective, if they don't convey reliable data for planning and - above all - data with which to convince the financial authorities.

But if the results of p. m. shall be reliable, convincing, comparable - for how else could they be presented e. g. to a ministry of finances -, they will probably be somewhat time-consuming, differentiated, difficult to handle. That is shown by every example of actually applied p. m. in the last years.

2. The difficulties of "measuring"

On condition that the measures must bring reliable and comparable results, difficulties will occur already in collecting apparently simple statistic data.

An example, that everybody knows: Number of issues per user.

To define: What is a user?

- Everybody owning a user's card (is it renewed once a year, or after 6 months?)
- Everybody having borrowed a book within the last year?

2) measures for evaluating the work of the individual librarian

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What is an issue?

- A document lent to a user (a volume, a title?)
- How about prolongation of the lending time by the user? It might be counted as an issue.
- How about documents out of closed magazines, that are ordered by the user and used in the reading-room?

Similar case: Volumes bought compared with the size of population served

To define: Who belongs to this "population served"?

- All members of the university? (Down to the cleaning service?)
- How many students may be "counted" (problem of the university administration every year)?
- What about the population of the town, if there is no other research library?

P. m. can be divided into objective and subjective methods. "Objective" measures are mostly quantitative measures. They rely on statistics of resources, use, services and activities of all sort. "Subjective" measures try to evaluate the quality of the resources or services by asking the opinion of either the user (or non-user) or the library staff.

3. Difficulties with subjective measures

Difficulties with subjective p. m. are self-evident. Asking the user's opinion may be done either by questionnaires or interviews. The results can be influenced by:

1) The user's knowledge of the possibilities

A comparison between libraries he knows may lead to unreasonable expectations, e. g. an OPAC in a library that has not yet begun cataloguing with data processing, or an extensive collection of popular music in a library whose institution does not do any research in that sector.

On the other side, by measuring user satisfaction we may obtain very presentable results without good performance - if the user never came to know better possibilities. He may be content with restricted opening hours, queues at the reference desk or complicated lending procedures, because he thinks them inevitable.

And certainly it is scarcely possible to define the user's difficulties with catalogues, online-databanks or signposting by his own statements. If he knew why and where he has difficulties - probably he would not have them.

2) The time of the survey can influence the results: If it is the beginning of a term with many newcomers, the wishes will be different. Times of preparation for exams may make the want of seating capacity more sensible than in other times.

3) The form of the question may influence the answers - no need to explain, but nonetheless difficult to avoid.

4) Self-interest

Even if a survey gives a fairly competent illustration of user satisfaction, the wishes which are expressed must not necessarily be guidelines for the future planning of the library. They will naturally stress the actual want, but will probably be rather indifferent to long-time goals, e. g. caring for rare books or building up a competent collection in areas which are not in the centre of research just at present. Tasks of legal deposit libraries, inter-library cooperation etc. will seem of less importance.

Then, user's wishes must needs be selfish: Evaluation of the collection or of the acquisition policy will differ widely, if the faculty of engineering and the faculty of medicine judge them: They will both think the other's slice of the cake too thick. The same would apply to other groups: The choice between heavy duplication of much-used titles or a broad collection with specific titles and little or no duplication would have quite a different result if answered by younger students or teaching staff.

The same problem of self-interest occurs of course when the library staff is asked to judge an activity of the library.

Subjective measures, above all user satisfaction, can of course be of great value for the internal planning of the library. Knowing the opinion of the patrons can be used for

- stressing certain points
- intensifying propaganda for our activities, if we think that in reality we are performing well, though the user doesn't seem to perceive it.

4. Difficulties with objective measures

Objective measures are for the most part based on quantitative evaluation. They give the impression of greater simplicity, as they are not distorted by individual attitude. But if we want to use them for joint public relations of the libraries and for application to our financing authorities, we need comparable results. As yet, if we look at the papers published in the last ten years, there are not enough results that can be really compared and used for interpreting one's own p. m.

- Often the range of the examined activity differs.
  Example: If we evaluate time and toil of interlibrary loan: Does it begin with the user's research at the library's catalogues, or with the dispatch of the order to other

libraries? Where does it end? With the arrival of the ordered document at the library, with the information to the user of its being available for him, or with the actual delivery of the document to the user - which may be delayed for days.

- the respective activities, materials and user groups are not always clearly defined. This seems to me the most important point of all, for obtaining comparable results. One example only: Reference fill rate (or: how many questions of the users get a sufficient answer?)

  To define: - Every kind of question? Even if it is an ever-returning question for the way to the reading-room, which could be much better answered by good sign-posting.

  - What is deemed a sufficient answer? The information "book is not in the library", or the added information, where after all it could be obtained?

  - Must a time factor be included? What about a question that can only be answered after some days?

  - Must not the questions be subdivided into some easy-to-handle categories, e. g. simple questions about library routine, about handling of catalogues, etc.?

The Research Libraries of the Federal Republic of Germany publish yearly a handbook of their statistics combining about 500 data of resources and activities. It has taken long years and several committees to define these - not very complicated - statistics, and there are still questions open as everybody knows who handles them. As p. m. comprise more than merely statistics, it will take some time to clearly define their nature and limits.

5. Measuring the profit of library use for teaching and research

This seems to be the most difficult part of all p. m. Though several measures are suggested in literature, none seems to have been realized in a satisfying way.
The suggested measures are e. g.:

- number of published papers in correlation to library use
- academic grades achieved by students and library use

But even if every author or graduated student would be interrogated about his or her visits to the library, still it would be impossible to know just how much of the wisdom could be traced back to those visits. There are too many other sources.

Still more difficult to prove: The delay or prevention of scientific results by bad, false or no information got in the library.

The "beneficial effect" of libraries, if proved in forms of costs and statistics, would be an immense help in all financial discussions. But I doubt its being possible.

6. Document availability, document access

The number of p. m. that have been discussed and proposed comes up to more than fifty; but only a small part of them has been actually used. Application of p. m. concentrates on few measures, naturally those that have proved practicable and can give information about the most pressing actual problems of the library: "Document availability", "document access" seems to have been the most interesting problem for the libraries. It is the general question: Does the user get the document he needs? Is it an easy and quick or long and troublesome way to get the document?

The p. m. "availability" or "fill rate" covers many components. As it has been already often utilized, it has been applied in various forms and has been split into a series of sub-measures, that have been commented in detail. "Document availability" is a good example for the need and possibility of clearly defining a p. m.

List of titles: The first difficulty in this measure is: How to choose the titles whose availability is examined?
Several colleagues have proposed to take lists selected by experts, a selection out of bibliographies etc. But such lists would not always be representative of the actual user's needs. The usual solution is to take actual wishes of users coming into the library, though these might on the other side be influenced by former experiences: The user will not seek for material which he thinks the library is not likely to collect.

Causes of non-availability

The causes have been sub-divided into:

- not acquired
- in circulation
- missing or misplaced (library error)
- user error
- catalogue error

The last cause can be a library error as well as a user error - a differentiation that has often been forgotten. (I shall return to this special theme "evaluation of the catalogue" later on.)

Availability measures can only help to improve the library's organisation, if the causes for failure are differentiated.

Defining availability

There are different ways of defining availability, as the studies show:

- the document is available, if the library possesses it (the study ends at the catalogue)

- it must not only exist in the library, but it must also be obtainable from the closed stock or accessible "on shelves"
- availability by inter-library lending, copying or buying the book might be included

In the last-mentioned case, which combines measuring document delivery, the time for actual delivery ought to be noted:

- available at once
- available the next day
- available at the latest in a week

Some studies say "available in reasonable time", but then there must be a consensus about what is "reasonable".

Comparable results

A library measuring availability might find the following results:

availability rate (document acquired) = 70 %

access rate = 45 %

In order to interpret these data, the list of titles ought to be closely examined. If the titles, as in some studies was done, are collected all on the same day, the selection could be conditioned by the categories of users of that day. A working group seeking for very special literature might lower the fill rate considerably.

Even if the titles seem to be a good sample, the results might not give a distinct impression of the library's performance. Is 70 % a good rate for "documents acquired" in a research library? Is it normal or unusual to have e. g. 30 % of the requests answered with "in circulation"?
If the same p. m. has been carried out in other libraries in a similar, well-defined way, comparison with other studies would help to evaluate the results.

e. g.: The German Research Libraries have a shared acquisition system sponsored by the Deutsche Forschungsgemeinschaft. The libraries maintain special collections that ought to be comprehensive for their special subject. The collections are comparable because of similar conditions for financing and similar goals (inter-library lending).

The yearly evaluation of lending wishes and fill rate has produced quite reliable data, nearly standards, for this kind of collection. 50 % (document acquired) would be considered not enough, 70 % about sufficient, 80 % a good and 90 % a top performance. More than 90 % is not considered needful, as evaluation of the requests showed that the last 8 or 10 % would be better ordered on request only, as they comprise a broad range of very special "gray material".
In applying these "standards", acquisition difficulties for some subject collections would - of course - have to be considered.

7. Evaluating the library catalogue

"Document delivery" is a measure that relies on quantitative methods. The question: "Is our catalogue easy to use, understandable, reliable?" is a problem of quality which is more difficult to solve.

In the availability studies there was already a distinction made between "catalogue error" and "user error". For the author catalogue, this would mean:

catalogue error = document not recorded, entry in the wrong place, no references

user error = false orthography, not following references

question: How about cataloguing rules that are rather difficult to realise by a normal user? Whose "error"?

The difficulties of evaluating increase, when we come to the subject catalogue. In known-item researches failure or success can be clearly defined: The user is seeking for a certain document, which with more or less speed he either receives or not. But in subject researches there is a broad range from the user finding nothing, something connected with his theme, something he thinks really relevant up to finding every relevant item the library possesses. But how to decide whether it is really "relevant" what he found? The user often has a very hazy idea of what he wants to find.

I think this is one of the most difficult materials for p. m., and this explains why it has been seldom tried. Still, as in OPAC's subject research becomes more and more important, subject cataloguing should be evaluated. We had a study of subject research some years ago at the University Library of Erlangen, in order to gather reliable data for consequences in the new German Subject Cataloguing Rules. I shall refer to some of the results of this project in order to demonstrate the difficulties of evaluating the subject catalogue. Those results were partly comparable to American studies, as well to the newest ones as to the very precise study of Patricia Knapp going as far back as 1944.

Several methods have been tried to collect data:

Questionnaires

They can give but a part of the needful information about the user's search. If asked already before the research to fill up part of the questionnaire, the user will be influenced in the search by knowing that he is observed.
Then, the subject the user says he has been searching for very often is not the subject entry in the catalogue which he has used. A pre-project in Erlangen showed, that the user e. g. wrote down "water pollution" in the questionnaire, when in fact he needed literature about "pollution of river sediments by heavy metals". The point is: Users believe that their subject is too narrow, too precise to be found in the catalogue.
Another drawback of questionnaires is, that the user can't estimate the cause of his own failures. Even if questioned directly after the search, he will probably not remember every step of his search.

Interviews

Interviews after - or before and after - the search would have the same drawbacks as the questionnaire without interview, but slightly ameliorated by the better possibility of ascertaining the wished-for subjects. Both methods - questionnaires, interviews or both combined - must be followed by a second search done by the library staff. Thus we can carry out the needful differentiations of

- document not acquired
- catalogue error
- user error

"Catalogue error" in this case comprises:

- subject not registered (though documents with the subject were required)
- no references
- references not clear or difficult to follow

and a wide range of possibilities for incorrect or faulty subject headings, e. g.

- false orthography
- out-of-date terms
- too popular terms, terms known only by specialists (without references)

"User error" can adequately been defined only by using a third method, that has been proved practicable in several studies:

Discreet observation (added to interview with questionnaire)

Discreet observation can be used as well at the card catalogue as at the microfiche or online catalogue. Our experience showed that the users did not mind librarians working near them at the card catalogue or the next terminal. Online catalogues would even allow recording the exact way of searching (a very discreet observation indeed) - if data protection allows it.

By discreet observation of the searching procedure, we can define the % of failure by user error:

- false orthography
- no following of references
- decidedly incorrect subject headings (e. g. "Church" instead of "Luther, Martin")

The above-mentioned fine differentiation of the failures and the verifying of the search by the library staff allowed definite statements about the cause of failures or insufficient recall-rates. The results in Erlangen were (300 cases):

- documents on the subject acquired 257 = 85,7 %
- not acquired 43 = 14,3 %

From the 257 subject researches which could have been successful, the hit rate was as follows:

- failures 39
- titles connected with the subject, but not exactly the subject 38
- one relevant entry found (there could have been more) 50
- all relevant entries found 173 = 58 %

The causes for the failures (or half successes) in 127 searches were more on the side of "catalogue error" (missing references, old-fashioned terms), then "user error" (searching with inexact, too general subject headings; ignoring see-references).

Comparison was fortunately possible with other studies, which had also precisely defined what they meant by a subject, a failure, a catalogue or user's error. Comparison showed the full hit rate of nearly 60 % to be not unsatisfying for a 30 year old catalogue, but which might be better in a new system. 30 % of the see-references were ignored in Erlangen. This regrettable attitude of users was noted in the other studies too, though some of them had presented the references in the catalogue with glaring colours. So in this case we could only hope for better possibilities of an OPAC, guiding the user to the term preferred by the system without any trouble at all.

The tendency to use too general, broad terms was considered for the new Rules of Subject Cataloguing and resulted in a hierarchical structure of the new universal standard list of subjects for better guidance from a broad to a narrower term.

The study showed again that user's satisfaction cannot always be relied on. The users were satisfied with finding any books at all on their subject. Their satisfaction rate would have been 87 %!

It showed us, too, that a reliable evaluation of the quality of a service cannot be done in a short time. Each case, with observation, interview and test search took about 20 to 30 minutes.

8. Suggestions

"Document availability" and "subject catalogue access" show two rather different attempts at measuring performance. I wanted to show by both these examples that it is necessary accurately to define the extent and the details of the measures if they shall prove efficient.

Definition is nessessary for the following categories:

- Beginning and end of the activity that is measured, especially if a time-factor is included in the measure
- the separate parts of the performance, e. g. the term "reference" or "available"
- the category of users who are served by the performance or whose satisfaction is questioned

- the moment of the sample for the p. m., which might influence the results

Consensus between the libraries is indispensible for effective use of p. m. In the first place, that means of course: consensus about what measures ought to be applied. But there must also be consensus about the details of a p. m., with the avowed objective of making the measures - or better the results - comparable.
Subjective measures, or measures which cannot be compared to what has been done in other libraries, can have some effect for internal planning of the library, for setting goals or intensifying user education and public relation.
But if we want to present our results

- to the administration of our own institution,
- to financing authorities,
- to the public in general, together with other libraries,

then the data or statements must be comparable:

- to our own p. m. applied over several years,
- to the p. m. of other libraries,
- to standards of activities.

P. m. would not be credible, I think, without being comparable, - and they are too costly and time-consuming for just internal planning.

The individual conditions of each library must of course be considered when we try to draw conclusions from a study:

- What kind of resources (rooms, staff, budget, technical equipment and stock) were available for obtaining the performance in question? Perhaps, considering very poor resources, a middling performance can be regarded as a splendid result.
- What environment (institution, patrons, authorities, neighboring libraries) influences the goals and the performance?
- What are the long-time goals of the library (e. g. supraregional duties, rare book collections), that must be taken into account beside the actual needs of use?

All these factors that influence the individual performance of a library give us plenty of reasons for justifying and explaining results that differ greatly from those of other libraries. Librarians try to avoid all kind of standards or comparable data. This reticence sometimes results in "standards" that are, as Beverly Lynch said 1982, "somewhere between guidelines and suggestions. ... They are concepts - they are wise advice - but they are so general that they can hardly be used to tell whether a library in fact is doing anything."

It would be a pity if librarians could only find a consensus on p. m., if these are of a general, undefined sort, speaking about "sufficient", "appropriate", "adequate" service, not suitable for arriving at exact data. If we fear being compared by the authorities, we should, I think, be rather more afraid of the authorities

preparing their own measures for us. This might result in: "A book not used for a year can be discarded" (publication year disregarded).

I think it would be very helpful if the Standing Committee for University Libraries would try to select a list of practicable p. m., based on the work done in several countries, and would then try to work out details for the most important of those measures and a fine differentiation, so that comparison of the results coming from differently structured university libraries would become possible.

University Libraries and other General Research Libraries in cooperation with Library Buildings and Equipment, Information Technology and Rare Books and Manuscripts.

143 - UN-4 / BUILD-1 (WS) - E

Workshop
on
Library Security

Thursdag, 23rd August 8:30-16:00

For internal use only:
Meeting No: 208
SI: yes/no

Beckman
Associates
LIBRARY CONSULTANTS INC.

168 John St. W.
Waterloo, Ont. N2L 1C5

Library Security Workshop,
IFLA, August 23, 1990

Checklist topics.

1. Physical facility.

- stack access
- electronic book-detection systems
- relationship to circulation terminals
- controlled (computer card) staff and user entrance
- book drop security
- floor layouts and sight lines
- security from fire
- exit alarms
- windows (that open)
- brief case/coat checking

2. Information technology.

- computer room security
- computer file security
- microcomputer, (user cluster) security

3. User and staff security.

- unstaffed floors: panic phone or button
- lockers for users: with carrels or stand-alone
- building surveillance patrols
- lockable staff furnishings
- exterior lighting and landscaping
- vandalism and theft
- location of service points
- television monitors
- public address system

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COMPUTER SECURITY - CHECKLIST FOR DISCUSSION

Thomas Trakell

The objective of computer security is to put the hardware, software and data out of danger of loss, to establish safe and smooth operations and to protect the privacy of individuals.

General issues

- What is to be protected, from what, how and to what cost?

Security violation actions

- Physical destruction
- Theft of hardware
- Theft of services (unauthorised use)
- Information destruction
- Data diddling (computer fraud)
- Browsing (interception of computer signals)
- Theft of information
- Computer failure (hardware, software)
- Computer viruses, worms, trojan horses, logical bombs

Security violation by whom?

- Operators
- Programmers
- Internal users
- Outside users
- Intruders (hackers, crackers)
- Acts of God

Security planning (technical/administrative)

- Risk analysis
- Dependence/vulnerability
- Key personel
- Backup routines/disaster recovery
- Insurance

Special library issues

- Acquisition system (financial data, audit)
- Circulation system (borrower data, privacy)
- OPC/Cataloging system
- Interlibrary loan system (privacy)
- Confidential information in the library
- Protection of passwords to online systems
- Copyright issues when circulating software (books with disks)

Security education

Security of networks (local and wide area)

Special security measures

- Smart cards
- Cryptography

DIMENSIONS OF COMPUTER SECURITY

From Swedish Standard SS 011688:

A Where is the preventive action taking place

- in hardware
- in software
- in organisation
- in system environment

B Effect of the preventive action

- preventive protection
- damage limiting protection
- recovery protection
- reporting protection

C What objects are to be protected

- asset protection (physical protection)
- function protection
- data protection (data security)
- data quality protection

From the Swedish Vulnerability Board:

(D) From the user point of view

- delays, operations disturbances, data loss
- unauthorised use
- lacking data quality

1990-07-31

COMPUTER SECURITY

Selective bibliography for librarians

Thomas Trakell

Books

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1990-07-26

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IFLA WORKSHOP ON LIBRARY SECURITY
Stockholm, August 23, 1990

Session 3. Staff and Readers
Leader: Beverly P. Lynch, Graduate School of Library and Information Science, UCLA

Checklist of topics:

1. Library Policies on the Security of Collections

    * should include:
        *dealing with theft
        *marks of ownership on materials
        *systematic review of library collections
    *should be written down and disseminated widely
    * other

2. Library Staff

    * personnel policies and practices
    * staff training
    * security procedures applied to staff
        * access during off hours
        * check of book bags, briefcases, etc.
    * policy regarding personal collecting
    * other

3. Readers

    * required identification and statement of purpose
    * library rules governing the use of collections
        * materials allowed in reading rooms
        * kinds of materials and numbers available at one time
        * staff observation of readers
        * circulation records

4. Library Security, Ethical Standards, and Good Management Practice

    * General Discussion
    * Case Studies of Ethical Standards

Preliminary Bibliography:

Guidelines Regarding Thefts in Libraries (published in College & Research Libraries News, v. 49 (March 1988) pp.159-162)

ACRL Guidelines for the Security of Rare Book, Manuscript, and Other Special Collections (published in College & Research Libraries News, v. 51 (March 1990) pp.240-244)

Standards for Ethical Conduct for Rare Book, Manuscript, and Special Collections Libraries (published in College & Research Libraries News, v. 48 (March 1987.)

Standards for ethical conduct for rare book, manuscript, and special collections libraries

By the RBMS Committee on Developing Guidelines for Professional Ethics
Terry Belanger, Chair

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The official version approved at the 1987 Midwinter Meeting.

This is the text approved by the ACRL Board of Directors at its meeting on January 18, 1987. The previous draft, which appeared in *C&RL News*, July/August 1984, has been rescinded. The Rare Books and Manuscripts Section Committee on Developing Guidelines for Professional Ethics, established in late 1982, has had as its members Terry Belanger (Columbia University, School of Library Service), David Farmer (Southern Methodist University), John Lancaster (Amherst College), Beverly P. Lynch (University of Illinois, Chicago), Francis O. Mattson (New York Public Library), Robert Patterson (University of Tulsa), Christine Ruggere (University of Pennsylvania), and David Stam (New York Public Library).

These Standards were developed by the Committee on Developing Guidelines for Professional Ethics of the Rare Books and Manuscripts Section of the Association of College and Research Libraries. Approved as policy by the ACRL Board of Directors on January 18, 1987.

1. Preface

Rare book, manuscript, and special collections librarians hold positions of trust, involving special responsibilities for promoting scholarship by preserving and providing access to the records of knowledge in their care. Such librarians, in implementing the policies of their institutions, shall accept and discharge these responsibilities to the best of their abilities for the benefit of their institutions and the publics those institutions serve. In all their activities, they shall act with integrity, assiduously avoiding activities which could in any way compromise them or the institutions for which they work.

Appropriate supervisors should give a copy of these standards to all currently employed and newly employed rare book, manuscript, and special collections librarians in their institutions.

2. Access

Rare book, manuscript, and special collections librarians should be familiar with the most recent edition of "Joint Statement on Access to Original Research Materials," first approved as policy by the Association of College & Research Libraries Board of Directors in July 1976; this Statement appears in the April 1979 issue of *C&RL News*. Rare book, manuscript, and special collections librarians shall respect the privacy of individuals who cre-

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ated or are the subject of records and papers, especially those who had no voice in the disposition of the materials. Rare book, manuscript, and special collections librarians shall neither reveal, nor profit from, information gained through work with materials to which they have access but to which others have restricted access.

3. Deaccession

Rare book, manuscript, and special collections librarians shall deaccession materials in their care only in accordance with the established policies of their institutions. Further safeguards, such as the advice of scholars in the field of the materials to be deaccessioned, might well be established. The procedure for the deaccession or disposal of materials shall be at least as rigorous as that for purchasing materials.

4. Appraisals

Rare book, manuscript, and special collections librarians should be familiar with the most recent edition of "Statement on Appraisal of Gifts," first approved as policy by the Association of College and Research Libraries Board of Directors in February 1973; this statement appeared in the March 1973 issue of *C&RL News*, and is reprinted in the compilation of policy statements, "Guidelines on Manuscripts and Archives" (1977). Rare book, manuscript, and special collections librarians shall not give, for a fee or on a retainer, any certificate or statement as to the authenticity or authorship or monetary value of rare books, manuscripts, and other special materials in their institution's collections or in the possession of a potential donor, except where authorized by and in accordance with the established purposes of their own or other nonprofit institutions concerned, and with the knowledge of their supervisors. Rare book, manuscript, and special collections librarians shall not appraise for personal profit any rare book, manuscript, or special collections materials except with the knowledge of their supervisors.

5. Preservation

Rare book, manuscript, and special collections librarians shall protect the physical integrity of the materials in their custody, guarding them against defacement, alterations, and physical damage. They shall (so far as is economically and technologically feasible) insure that their evidentiary value is not impaired in the work of restoration, arrangement, and use.

6. Theft

Rare book, manuscript, and special collections librarians shall not knowingly acquire nor allow to be recommended for acquisition any materials which have been stolen, or materials which have been imported in contravention of the applicable laws of the countries of origin or exporting countries. Rare book, manuscript, and special collections librarians should be familiar with the most recent edition of "Guidelines for the Security of Rare Book, Manuscript, and Other Special Collections," first approved as policy by the ACRL Board of Directors in January 1982; these Guidelines appeared in *C&RL News*, March 1982.

7. Personal research

Rare book, manuscript, and special collections librarians may use their institutions' holdings for personal research, publication, and profit if such practices are made known to their immediate supervisor and conveyed to the appropriate senior administrator of their institution, and if such work is done on the same terms as others using the same holdings. Because the possibility of conflict exists, the matter shall be fully discussed by rare book, manuscript, and special collections librarians with their supervisors and clear guidelines developed.

8. Personal collecting

Private collecting of books, manuscripts, and other materials by rare book, manuscript, and special collections librarians is not to be discouraged. However, such collecting shall not conflict, either in fact or in appearance, with the best interests of an employing institution and its collecting programs. Because the possibility of conflict exists, the matter shall be fully discussed by rare book, manuscript, and special collections librarians with their supervisors and clear guidelines developed.

9. Personal dealing

Rare book, manuscript, and special collections librarians shall not deal in rare books, manuscripts, and special collections materials for personal monetary profit without the knowledge of their supervisors; nor shall they be party to the recommending of materials for purchase, by institutions or by collectors, if they have any undisclosed financial interest in these materials; nor shall they accept any commission, or undisclosed or otherwise compromising gift from any seller or buyer of such materials. Upgrading a private collection through occasional sales or purchases is not considered dealing in rare books, manuscript, and special collections. Because the possibility of conflict exists, the matter shall be fully discussed by rare book, manuscript, and special collections librarians with their supervisors and clear guidelines developed. ■■

Guidelines regarding thefts in libraries

By the RBMS Security Committee
William A. Moffett, Chair

The final version, approved by the ACRL Board of Directors in January 1988.

The "Guidelines Regarding Thefts in Libraries" have been developed by the ACRL Rare Books and Manuscripts Section's Security Committee has developed over the past eight years. The Committee began in 1978 with an *ad hoc* charge to develop guidelines for the marking of rare materials so that they could be properly identified when recovered. First published in 1979, these were later made an appendix to the broader "Guidelines for the Security of Rare Book, Manuscript, and Other Special Collections," published by ACRL in 1982, and currently under revision by the Committee (see draft in *C&RL News*, March 1982, pp.90–93).

From 1983 to 1986 successive drafts of the guidelines were reviewed by the RBMS Security Committee. The general policies were further expanded to include guidelines for "What to do before a theft occurs"; a checklist of steps to follow when a theft is discovered, "What to do after a theft occurs"; and "Model legislation: Theft and mutilation of library materials," which the Committee hopes libraries and ACRL Chapters will take to their state legislatures to strengthen the laws for the prosecution and punishment of library thieves. A final draft was approved at ALA Annual Conference in 1986 and published in *C&RL News*, November 1986, pp.646–49. Open hearings were held at the ALA Midwinter Meeting in January 1987. No revisions or emendations were offered, so the guidelines were approved by the RBMS Executive Committee, the ACRL Standards and Accreditation Committee, the ACRL Board of Directors, and the ALA Standards Committee (the latter two taking place at the ALA Midwinter Meeting in 1988).

The RBMS Security Committee has emphasized two important points about these guidelines. First, the guidelines are interrelated and should be considered in conjunction with the previously published guidelines as well. Second, the guidelines concern *all* library thefts, not just those which may occur in rare book, manuscript, and other special collections departments within a library system. Some informal surveys over the past few years have shown that these latter departments have stronger physical and procedural security systems in place than do their parent libraries for the general collections. Publicized thefts, furthermore, such as the James Shinn case, show that thieves, rather than infiltrating established systems, instead pilfer from open stacks where rare materials acquired years before remain unidentified and unprotected. The Committee itself conducted one informal, geographic survey in 1982 among special collections libraries and found that most had security policies in place following the RBMS general guidelines or had developed parallel guidelines on their own. An ARL/Office of Management Studies survey in 1984 as part of its SPEC Kit on "Collection Security in ARL Libraries" showed, however, that only 32% of the eighty-nine responding libraries had ap-

pointed a security officer and only 15% had written security policies to follow.

Perhaps it is time for ACRL and ALA to consider the serious problem of library thefts as a library-wide issue rather than limiting the concern to rare books, manuscripts, and other special collections. The Rare Books and Manuscripts Section stands ready to develop and co-sponsor ACRL and ALA programs at annual conferences which will educate all librarians about the epidemic proportions of library thefts and the means to cope with them.

Guidelines for what to do before a library theft occurs

I. Library security officer

Appoint a senior library staff member as Security Officer who has delegated authority from the library and the institution to act on their behalf, working with the institution's legal counsel and security force.

II. Security planning group

Form a group made up of the library Security Officer and other appropriate personnel to develop a specific plan of action to follow when a theft is discovered.

III. Publicity

Establish liaison with the institution's public relations office so that timely and accurate announcements can be made to the press when a theft is discovered.

IV. Law enforcement

A. Establish contact with law enforcement agencies—institutional, local, state, and/or federal—to determine who will be called and under what circumstances. The library should maintain a list of contacts in each level of law enforcement and discuss the plan of action with each. The value of materials or other circumstances will dictate which law enforcement agency will handle the case; for example, the FBI may become involved if the dollar amount exceeds a minimum level, and the U.S. Customs may be involved if stolen items might be smuggled out of the country.

B. Work with the library's institutional administration to insure support for the prosecution of thieves. This support may range from an active willingness to participate in the collection of evidence to be turned over to the District Attorney or U.S. Attorney for further consideration, or it may involve direct participation in the prosecution by the institution.

C. Work with appropriate institutional, local, and state groups to lobby for strengthening of state laws regarding library thefts and for diligent prosecution of such crimes.

V. Other outside contacts

A. Establish liaison with local rare book, manuscript, and second-hand dealers to inform them of the library's collecting areas. Thieves sometimes try to sell stolen property quickly, and dealers with knowledge of the library's collections can recognize, or at least be suspicious of, materials they know the library collects which are offered to them.

B. Report the name of the library's Security Officer to the RBMS Security Committee and note changes. The RBMS Security Committee will compile a list of the security officers annually. The list will be available from the ACRL office and will be forwarded to the Antiquarian Booksellers Association of America (ABAA).

C. Establish liaison with the national, online network, Bookline Alert/Missing Books and Manuscripts (BAMBAM) so that thefts can be reported immediately upon discovery. BAMBAM may be used not only to report missing books but also to check when materials are offered to the library.

VI. Preventive measures in the library

A. Implement the RBMS *Guidelines for the Security of Rare Book, Manuscript, and Other Special Collections* (1982), available from the ACRL Office.

B. Coordinate work in the library to assure proper ownership marks appear on the institution's holdings, providing proof that materials, if stolen, belong to the library. The RBMS Security Committee urges the use of its marking guidelines (an appendix to the security guidelines mentioned above) for rare materials. The Committee also recommends recording distinctive characteristics of individual copies in cataloguing notes as another means of identifying appropriate items.

C. Begin a process of reviewing materials in the library's general collections and open stacks for consideration of transfer to Special Collections or to a caged, limited access area of the library. The RBMS Transfer guidelines (*C&RL News*, July/August 1985, pp.349–52) will help the library identify candidates for transfer. Some libraries have identified rare materials in the open stacks in the course of projects, such as reporting to the Eighteenth Century Short Title Catalogue or working through a collection development policy using the Research Libraries Group Conspectus. While the task seems overwhelming for libraries large and small, the Committee recommends that libraries make a beginning.

VII. Addresses

The Security Committee, ACRL Rare Books & Manuscripts Section, ACRL/ALA, 50 East Huron Street, Chicago, IL 60611-2795.

Daniel and Katherine Leab, BAMBAM, P.O. Box 1236, Washington, CT 06793; (212) 737-2715.

Checklist of what to do after a theft occurs from a library

I. Notification

Notification of Security Officer and appropriate